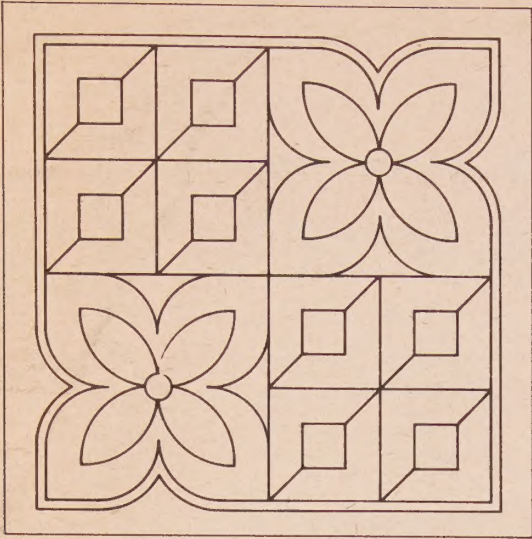


City planning San Jose



The General Plan 1975

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UNIVERSITY OF CALIFORNIA

SAN JOSE, CALIFORNIA / MARCH, 1976

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THE FOLLOWING MAPS ARE LOCATED ON THE LAND USE/TRANSPORTATION DIAGRAM WHICH ACCOMPANIES THIS TEXT:

San Jose Planning Areas
Urban Development Policy Map
Natural Resources Map
Natural Hazards Map

(The following maps are not included in this document, but are part of the General Plan incorporated by reference and are on file in the City of San Jose Planning Department, 801 North First Street, San Jose, California 95110.)

Scenic Routes Plan Map, November 1974
Landslides Map, September 1974
Landslide Susceptibility Map, September 1974
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The Appendix to the General Plan 1975 is not included in this document, but is part of the General Plan, incorporated by reference, and copies are on file in the City of San Jose Planning Department.

This General Plan was prepared by the San Jose City Planning Department, with substantial assistance from the Transportation Division of the Department of Public Works and from all other City Departments. Citizen participation was provided through the General Plan 1975 Coordinating Committee and the respective Planning Area Task Forces and community organizations.



CITY OF SAN JOSE
CALIFORNIA

March 28, 1977

CITY PLANNING

The General Plan of the City of San Jose consists of 5 documents as follows:

- 7702281 1. The General Plan, 1975 (Newsprint) complete with the:
7702282 2. Colored map titled GP '75 Land Use/Transportation Diagram
(Appendices are on file in the Planning Department.)

which is amended by documents titled:

- 7702283 3. Amendments adopted: 15 December 1976, The General Plan
(buff cover) complete with the
7702284 4. List of General Plan Land Use/Transportation Diagram
Amendments, December 15, 1976, and
7702285 5. Location Map of General Plan Amendments to the Land Use/
Transportation Diagram (blue print).

FOREWORD

I. LEGISLATIVE MANDATE

The State of California requires each City have an adopted General Plan containing the following mandated elements: land use, circulation, housing, conservation, open space, seismic safety, noise, scenic highways, and safety. All of these elements have been adopted by the City as separate elements of the General Plan. They have now been combined and incorporated into a single General Plan Document.

This General Plan meets the legal requirements and intent of the Government Code and is consistent with the State General Plan Guidelines regarding scope and nature of each mandatory element. The location of specific requirements can be found using the following chart:

Specific Requirements:

Location in the Plan:

A. Land Use Element

Identification of land use issues.	THE PLAN OVERVIEW; SHAPING THE FUTURE, especially II, C.
Land use policies and proposals	THE PLAN OVERVIEW; SHAPING THE FUTURE, I, C, 3; II, A and B.
Description of land uses and their intensities	LAND USE/TRANSPORTATION DIAGRAM; SHAPING THE FUTURE, II, B; and I, C, 3.
Standards and criteria for physical development	BACKGROUND FOR PLANNING, II, B; SHAPING THE FUTURE, I, B, 1, and 2; II, C, 3.
Description of land use pattern	LAND USE/TRANSPORTATION DIAGRAM; SHAPING THE FUTURE, II, B.
Time frame of land use policies and proposals	SHAPING THE FUTURE, I, C, 1; CARRYING OUT THE PLAN.
Location of solid and liquid waste disposal facilities	SHAPING THE FUTURE, I, B, 3.
Identification of areas subject to flooding	SHAPING THE FUTURE, I, B, 2.
Implementation outline	CARRYING OUT THE PLAN and APPENDICES.

B. Circulation Element

Identification and analysis of circulation needs and issues	SHAPING THE FUTURE, I, D; III, A, B, and C.
Statement of goals, objectives and policies	SHAPING THE FUTURE, I, D; III, A and B.
Description of proposed circulation system	SHAPING THE FUTURE, III, A and B; LAND USE/TRANSPORTATION DIAGRAM.
Standards and criteria for the location, design, operation, and levels of service of circulation facilities	SHAPING THE FUTURE, I, D; III, A, and B.
Guide to implementation of the circulation system	SHAPING THE FUTURE, III, B; CARRYING OUT THE PLAN.

C. Housing Element

Standards and plans for improvement of housing and for provision of housing sites and adequate housing for all people	SHAPING THE FUTURE, I, C, 3; II, A, and B; HOUSING APPENDIX.
---	--

D. Conservation Element

Identification, evaluation and analysis of natural resources	SHAPING THE FUTURE, I, B, 1, 2, and 3; BACKGROUND FOR PLANNING, I; NATURAL RESOURCES MAP; NATURAL HAZARDS MAP; OPEN SPACE APPENDIX; CONSERVATION APPENDIX; SAFETY APPENDIX.
Analysis of relationships between resources; identification of areas of critical concern	SHAPING THE FUTURE, I, B, 1 and 2; II, A, 1 and 2; NATURAL RESOURCES MAP; NATURAL HAZARDS MAP; OPEN SPACE APPENDIX; CONSERVATION APPENDIX; SAFETY APPENDIX.
Determination of the development capacity of various land areas.	SHAPING THE FUTURE, I, B, 1 and 2; II, B; NATURAL RESOURCES MAP; NATURAL HAZARDS MAP; OPEN SPACE APPENDIX; CONSERVATION APPENDIX; SAFETY APPENDIX.
Standards and criteria for conservation and utilization of identified resources	SHAPING THE FUTURE, I, B, 1, 2 and 3; II, A and B; OPEN SPACE APPENDIX; CONSERVATION APPENDIX; SAFETY APPENDIX.
Program for implementation	SHAPING THE FUTURE, II, B; CARRYING OUT THE PLAN; OPEN SPACE APPENDIX; CONSERVATION APPENDIX; SAFETY APPENDIX.

E. Open Space Element

Plan for comprehensive and long-range preservation and conservation of open space for:

- Preservation of natural resources
- Managed production of resources
- Outdoor recreation
- Public health and safety

SHAPING THE FUTURE, I, B, 1, 2 and 3; II, B; OPEN SPACE APPENDIX; LAND USE/TRANSPORTATION DIAGRAM; CONSERVATION APPENDIX; SAFETY APPENDIX; CARRYING OUT THE PLAN; SCENIC ROUTES APPENDIX; SEISMIC SAFETY APPENDIX.

F. Seismic Safety Element

Recognition of seismic hazards' possible effect on the community	SEISMIC SAFETY APPENDIX; SAFETY APPENDIX; NATURAL HAZARDS MAP.
General goals for reducing seismic risk	SHAPING THE FUTURE, I, B, 2; SEISMIC SAFETY APPENDIX; SAFETY APPENDIX.
Level of acceptable risk to life and property	SHAPING THE FUTURE, I, B, 2.
Seismic safety objectives for land use	SHAPING THE FUTURE, I, B, 2; SEISMIC SAFETY APPENDIX; SAFETY APPENDIX.
Objectives for reducing seismic hazards of new and existing structures	SHAPING THE FUTURE, I, B, 2; SEISMIC SAFETY APPENDIX; SAFETY APPENDIX.
Identification, delineation and evaluation of natural seismic hazards	SHAPING THE FUTURE, I, B, 2; NATURAL HAZARDS MAP; SEISMIC SAFETY APPENDIX; SAFETY APPENDIX.
Consideration of existing structural hazards	SEISMIC SAFETY APPENDIX; SAFETY APPENDIX; SHAPING THE FUTURE, I, B, 2; NATURAL HAZARDS MAP.
Evaluation of disaster planning program	SEISMIC SAFETY APPENDIX; SAFETY APPENDIX.
Determination of specific land use standards relating to level of hazard and risk	SHAPING THE FUTURE, I, B, 2; II, B; SEISMIC SAFETY APPENDIX; SAFETY APPENDIX.

G. Noise Element

City's general intentions with respect to noise and noise sources in the City	SHAPING THE FUTURE, I, B, 4; NOISE APPENDIX.
Desired maximum noise levels by land use categories	SHAPING THE FUTURE, I, B, 4; NOISE APPENDIX.
Standards and criteria for noise emissions	NOISE APPENDIX; SHAPING THE FUTURE, I, B, 4; III, A.
Guide to implementation	NOISE APPENDIX.

H. Scenic Highways Element

Identification and evaluation of scenic corridors	SCENIC ROUTES APPENDIX.
Policy statement and diagram map indicating the community's scenic highway system and routes therein	SHAPING THE FUTURE, I, A, 1; SCENIC ROUTES PLAN MAP.
Guide to implementation	SCENIC ROUTES APPENDIX.

I. Safety Element

Policy statement recognizing safety hazards	SHAPING THE FUTURE, I, B, 2, 3, and 4; SAFETY APPENDIX; SEISMIC SAFETY APPENDIX.
Goals for reducing hazards	SHAPING THE FUTURE, I, B, 2, 3, and 4.
Specified level of acceptable risk	SHAPING THE FUTURE, I, B, 2; SAFETY APPENDIX; SEISMIC SAFETY APPENDIX.
Priorities set for the abatement of safety hazards, recognizing frequency factors	SAFETY APPENDIX; SEISMIC SAFETY APPENDIX.
Map showing location and extent of known geologic hazards	NATURAL HAZARDS MAP; GEOTECHNICAL STUDY MAP (BY REFERENCE).
Standards and criteria for fire prevention and control	SAFETY APPENDIX; SHAPING THE FUTURE, I, B, 2.
Standards and criteria for land use and circulation relating to geologic hazards	SHAPING THE FUTURE, I, B, 1, 2, and 3; SAFETY APPENDIX; SEISMIC SAFETY APPENDIX.



II. ENVIRONMENTAL IMPACT REPORT REQUIREMENTS

State guidelines for implementation of the California Environmental Quality Act of 1970, as amended (California Administrative Code Title 14, Division 6), herein referred to as CEQA, provide that an Environmental Impact Report on a local general plan may be combined with the General Plan document (Section 15141). The plan document is itself the "project" for which the EIR is required. Thus, the required information describing the project is not contained in any single section, but is found throughout the document. The reader will find that the integration of the Plan with the EIR clarifies the relevant issues before the community, while offering a general assessment of the plan with a discussion of reasonable alternatives to that proposed. It is only through this method that the community can balance social and economic goals while attempting to preserve our valuable natural environment.

Important to the integration of the General Plan and EIR documents was the City's recognition that preparation of the General Plan could truly meet the intent of CEQA if the planning and environmental review process were concurrently undertaken. Thus, the EIR analysis mandated by CEQA occurred during and within the General Plan and citizen review process. Potential adverse effects modified the land use designations and general plan policy. The City thinks this process should be a model for planning, and believes that this document represents an environmentally sensitive plan.

The required EIR information can be located within the document by reference to the following:

A. Description of the Project (CEQA, Section 15141)

While noted throughout the plan, most references are included under the section SHAPING THE FUTURE.

B. Description of the Environmental Setting (CEQA, Section 15142)

Included in BACKGROUND FOR PLANNING, I, II, III, and IV; and SHAPING THE FUTURE, II, A.

C. Environmental Impact (CEQA, Section 15143)

1. The Environmental Impact of the Proposed Action

Remarks: Direct Impacts

- An increase of 164,000 people by 1990; page 46.
- Direct effects: i.e., (1) Changes in flora and fauna: page 46. (2) Extensive covering of the ground and related changes in conditions relating to water: page 46. (3) Changes in air temperature, air quality, depletion of resources locally with direct regional effects: page 46. (4) Physical, social, and economic impacts such as the number of homes, location of streets, stressing economic and industrial development over residential development: pages 46-47. (5) Direct impacts: pages 46-47. (6) Impact of Environmental Management policies including Natural Resources, Baylands, Manmade Resources, and Noise: page 23. Long and short-term effects: discussed in each policy impact description. (7) Impact of Community Development policies: page 29, with short and long-term effects: page 29.

2. Any Adverse Environmental Effects which Cannot be Avoided if the Project is Implemented

- Effects of urbanization: page 46 (e.g., total alteration of the natural environment, increased storm runoff, other effects on water, air temperature, air quality, depletion of resources, etc.)
- Impact: City Growth and Maturation
 - Transformation of land from agriculture: page 47
 - Consumption of energy forms, continued commitment: page 47
 - Expanded service and improvement requirements: page 47

3. Mitigation Measures Proposed to Minimize the Impact

- Major impacts mitigation: page 48, beginning with paragraph C.
- A major impact such as an increase in population of 164,000 people is significant; and standing alone, it cannot be mitigated to an insignificant level. However, compared with the past fifteen years' growth rate, the General Plan itself reduces the growth rate very significantly over the next fifteen years. The mitigation is thus the reduced growth rate itself: page 46.

Alternative populations and city sizes (area) considered are shown: chart on page 32, and discussion on pages 32-34.

The "Moderate Growth Alternative" of 789,000 population within the valley floor, excluding the Coyote Valley, was selected based on its compatibility with existing goals and policies, etc.: pages 32-34.

- The "net benefit" concept: pages 49, 51-52; as well as the "urban service program" concept, pages 50, 52-53, applied to the impact of development.

- Mitigation with respect to policies of the General Plan are found throughout SHAPING THE FUTURE in Goals and Policies: pages 16-28, and more particularly, Environmental Management: pages 16-23.

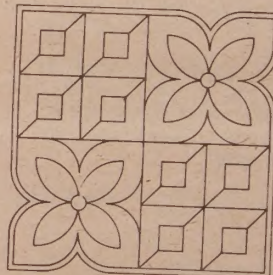
4. Alternatives to the Proposed Action

- See discussion, "Mitigation Measures" above (paragraph b) which refers to alternatives regarding population and city size (area): pages 32-34.
- Alternatives regarding Environmental Management policies are discussed, including "no action": page 23. Natural Resources discusses the impact on not implementing these goals and policies.
- Natural Hazards: page 23.
- Manmade Resources and Noise: page 23.
- Summary (Environmental Management and Policies): page 23.
- Relationship between Local Short Term Uses of Man's Environment and the Maintenance and Enhancement of Long Term Productivity: page 49.
- Any Irreversible Environmental Changes Involved Which Would be Involved in the Proposed Action Should It Be Implemented; page 49.
- The Growth-Inducing Impact of the Proposed Action: Discussed under "Environmental Impact" (above); also discussed on page 47.

D. Organizations and persons consulted (CEQA, Section 15144)

Included in THE PLAN OVERVIEW, II.

This document meets all requirements of the California Environmental Quality Act of 1970, as amended, and Article XX of the San Jose Municipal Code.



THE PLAN OVERVIEW

I. PHILOSOPHY AND PURPOSE OF THE PLAN

San Jose is a City in transition. In the 1950's it was a relatively small community of farms and orchards; during the sixties it was one of the fastest growing cities in the country; and in the seventies it emerged as one of the larger cities in the State. Population projections of recent years project a continuation of growth for the City. These projections all reflect the nationwide decline in birth rates, but they do not consider the real, local constraints of growth. These constraints include the inevitable depletion of developable land, escalating public costs associated with growth, citizen concern with the adequacy of public services, the increasing disinclination of taxpayers to fund the public infrastructure required for growth, and the lack of an existing alternative to the property tax for funding needed services at the local level. San Jose will continue to grow but can expect a transition to a more stable rate of growth. The issue of growth is one which is central to general plans. It has social, environmental, and economic dimensions. There are costs associated with growth, as well as with the lack thereof. The vehicle for planning for future growth, for making choices between conservation and development, and for defining the desirable balance between social, environmental, and economic costs is the General Plan.

A General Plan is an adopted statement of policy for the physical development of a community. As such, it represents the official policy regarding future character and quality of development. This General Plan represents the City's intent as to the amount, type, and phasing of development needed to achieve the City's social, economic, and environmental goals. This General Plan was developed with the participation of all City departments and the community at large. It is a realistic plan which can be implemented because feasibility was a basic consideration in the development of the Plan. It is also a plan which will be used. All residents and City officials will be using the same policy framework for making decisions both on private projects and on City capital expenditures.

San Jose's present General Plan was adopted in 1966 and has not been comprehensively reviewed and revised since then. It has been amended several times to add new Elements required by State Law. This new General Plan meets the need for a comprehensive statement of City policy on the guidance of future physical development.

II. PLANNING PROCESS



A. Community Involvement

In the development of the General Plan, it was the City's intent to involve the community to as great an extent as possible. To ensure the community's active involvement throughout the process, a formal citizen participation framework was established. The two components of the citizen process were the General Plan Coordinating Committee and Planning Area Task Forces. A list of the Coordinating Committee members is contained in the Citizen Participation Appendix.

Task Forces were established in each planning area and were composed of all residents and property owners who wished to participate in the numerous public meetings held in each area. In all, there were approximately 115 Task Force meetings over a period of ten months. The function of the Task Forces was to provide the local perspective on local, as well as citywide, concerns and problems. Procedurally, this was accomplished by the Task Forces electing representatives on the General Plan Coordinating Committee. The Coordinating Committee was composed of representatives of various community-wide groups as well as the Task Force representatives. Their function was to provide a community-wide perspective in consolidating the ideas from the area Task Forces and other groups, arriving at a consensus, and making final recommendations to the Planning Commission. The Coordinating Committee met 16 times, not including sub-committee meetings, in carrying out their responsibility.

The major phases of the planning process, at which point the community's involvement was most intensive and critical, were the identification of issues and concerns, the identification and evaluation of alternative forms and sizes of the City, the formulation of goals and policies and the development of the Land Use/Transportation Diagram.

Among the many issues or concerns expressed by the community, the following seemed to be of widespread concern:

1. A lack of community or neighborhood identity and the need for a sense of community
2. Preservation of existing neighborhoods
3. Desire for a "balanced" community -- a mixture of land uses throughout the community and housing types and prices at both the community-wide and neighborhood scale
4. The need for parks and open space
5. Revitalization of the downtown Core Area
6. Adequacy of transportation and the impact of traffic on neighborhoods.

During the planning process, several additional concerns of significance emerged:

1. Development of the City has occurred at a faster pace than the construction of the necessary transportation facilities
2. There is an imbalance in San Jose between jobs and residents
3. There is a strong desire that the adequacy of public facilities and services not be allowed to deteriorate as future growth occurs.

4. San Jose, like most other communities in the nation, is virtually dependent on the automobile alone for its mobility needs. Citizens are aware of the impact of the automobile on the environment and are determined to minimize the negative impacts as much as possible by continuing to develop a multi-modal transportation system using various technologies and strategies to accommodate their needs.

The second major phase of work had the objective of establishing what the "optimum" level of population for San Jose might be by 1990. The approach was to identify the possible alternatives in terms of physical size of the City and possible 1990 population levels. From an initial total of 12 alternatives, the Coordinating Committee selected four for detailed analysis.

The "City form and size" concept which was subsequently chosen for translation into a land use and transportation diagram, was for a 1990 population level of approximately 795,000, accommodated within the presently urbanized valley floor. For a variety of reasons, discussed in subsequent sections of the Plan, it appeared not to be feasible for that level of population growth to occur by 1990. This General Plan has a population holding capacity of approximately 789,000.

The formulation of goals and policies had the direct participation of the Coordinating Committee. Many of them were written by the Committee, and many were revised according to their suggestions. The goals and policies are an integral part of the General Plan and are as important as the Land Use/Transportation Diagram.

B. Continuing Nature of the Process

The General Plan is considered to be a long-range plan, a plan to guide development over the next fifteen years while planning for industrial growth encompasses a 25-year time span. In reality, some of the proposals of the Plan are medium and some even short-range in nature. Nonetheless, this is not a plan which will remain static, to be repeated in fifteen, or even fewer years. It is a plan which will be revised annually, and will be revised as necessary to keep San Jose moving in the direction desired by its citizens.

III. MAJOR CONCEPTS AND PROPOSALS

This final part of the General Plan Overview is a summary statement of major concepts and proposals incorporated in the plan. This statement is intended to describe the general thrust only, and is therefore brief.

- A. A planned population level of approximately 789,000 within San Jose's Sphere of Influence;
- B. A growth management strategy relating economic development to population and residential growth, land use, and the need for and ability to provide City facilities and services;
- C. Parity of jobs and resident workers to achieve a balance between economic base and population;
- D. Urban conservation or the infilling and upgrading of developed neighborhood and community areas, including Alviso;
- E. A more efficient use of land through more multi-family development, but without altering the basic character of the City;
 1. A minimum, as well as a maximum density in areas planned for higher density.
 2. Multi-family uses allowed by policy in some commercially designated areas,
 3. Density bonuses for some multi-family projects with lower than typical household and unit sizes;
- F. Continued emphasis on providing a broad range of housing prices, types and locations throughout the City as well as substantial housing production;
- G. A greater concentration of industrial land use and employment south of Freeway 280-680 more centrally located in respect to the resident population;
- H. A direct relationship between land use and transportation planning, so that changes in land use or transportation facility implementation require revisions in the planning policies;
- I. A commitment to an annual review process for the General Plan;
- J. Urbanization only in areas without significant potential for risk to life and property; non-urban land uses in the hillsides, southern Almaden Valley, and Coyote Valley;
- K. Urban Service Programs to establish a schedule for providing urban services commensurate with ongoing residential development assuring that financing is available to provide minimum necessary and essential facilities and services; and
- L. An agricultural program to provide positive governmental actions to support a continuation of agriculture in Coyote Valley.

BACKGROUND FOR PLANNING

An extensive array of background information has been reviewed and analyzed in the General Plan '75 revision. To the maximum extent possible, existing published reports and studies were utilized. These documents are identified in a bibliography in the Appendix. Some of the necessary background information required in the General Plan is also included in the Appendices. The purpose of this Section is to summarize the major findings and conclusions which have influenced the proposed policies and recommendations of the General Plan.

The data contained in this document which is derived from measurements/tabulations of the Land Use/Transportation Diagram, reflect the City Council's modifications in the Plan as proposed by the Planning Commission.

I. NATURAL ENVIRONMENT

A. Topography

The City of San Jose is located at the easterly side of the Santa Clara Valley. The Valley rises from sea level at the southerly end of San Francisco Bay to elevations of 150 to 400 feet easterly and southerly. The average grade on the Valley floor ranges from nearly flat to 2%.

To the southwest, the Valley gives way to the Santa Cruz Mountains, consisting of a number of complex ridges, with rugged slopes, varying in gradient from 40 to 60 percent, or more. The crest of these mountains lies at elevations of 2,000 to 3,400 feet. The highest point is Loma Prieta Peak at an elevation of 3,806 feet.

The eastern edge of the Valley is defined by the Diablo Range. The range consists of several parallel ridges with slopes varying between 20 and 60%, with small intervening valleys. The highest point in the San Jose Sphere of Influence is Copernicus Peak (elevation 4,372 feet) near the Lick Observatory at Mt. Hamilton. The lower foothills of this range have slopes ranging from 20 to 40 percent. The crests of these foothills vary from 1,000 to over 2,000 feet in elevation.

B. Climate

San Jose experiences a classic mediterranean climate modified by a significant marine influence from the Pacific Ocean. The principal characteristics of this type of climate are warm, very dry summers, and cool, relatively rainy winters. Average maximum temperatures in January and July are 57.6°F and 81.1°F, respectively. The average length of the growing season in San Jose is about 325 days which, because of the urban heat island effect, is about 50 days longer than the growing season in the fringe areas of the City and outlying areas of North County. Of the 58 days of measurable rainfall experienced at San Jose in an average year, 49 (84 percent) occur in the six months of November through April.

Winter wind is generally from a southerly direction. Summer afternoon winds flow from the northwest across the bay and have a substantial moderating effect on summer climate, particularly in the northern half of the city. Winds in the San Jose area are channelled by the northwest-southeast alignment of Santa Clara Valley.

C. Air Quality

Air quality is materially affected by our climate and topography. Air is not allowed to move rapidly enough through San Jose to keep the air we breathe reasonably pure. Smoke, dust, odors, and other impurities are part of the natural environment. But what most people think of as polluted air is a much more serious problem. Polluted air is unattractive and harmful. It soils the environment and reduces visibility. It damages crops, forests and other plant and animal life. Most importantly, it threatens human health.

Various scientific yardsticks are used to decide when air becomes polluted. Actually, it's largely a matter of intuition mixed with scientific investigation: Air is "polluted" when it contains enough contaminants for enough time to harm humans, animals, plants or property. Ambient air quality standards have been set by the Federal and State governments. The standards define the maximum allowable levels in the open air necessary to protect the public health.

Air pollutants are most broadly classified in two categories; primary and secondary pollutants. Primary pollutants are emitted from a source and dispersed in the air in their original chemical compounds. These include emissions of carbon monoxide, nitrogen oxide, sulphur dioxide, particulates and hydrocarbons. Secondary pollutants are created by chemical reactions between primary pollutants. Photochemical smog is the chief example of this pollutant.

Carbon monoxide (CO) is a colorless, odorless, toxic gas produced when gasoline in an engine is not completely converted to carbon dioxide (CO₂). Medical and scientific research indicate that carbon monoxide at present freeway areas and major congested intersections increases the risk of heart attacks and human reaction time. Studies show that up to one third of urban populations have blood levels of carbon monoxide higher than those considered safe by physicians involved in air quality research.

Sulphur oxides are pollutants caused by the combustion in engines or boilers of sulphur contained in sulphur fuels. Sulphur oxides in the air are converted to sulphuric acid (H₂SO₄), which contributes to acid rain, or to the formation of suspended sulphates. Acid rain has produced dramatic slowdowns in rates of growth in forests in Sweden and New England, and can reduce or destroy agricultural production by acidifying the soil.

Hydrocarbon is a chemical compound and is emitted into the air as pollutants particularly from chemical, petrochemical and refinery installations and from automobiles. Oxides of nitrogen are gases which contribute to the formation and pose serious health problems themselves.

Lastly are particulates such as dust, soot, particles of smoke and any small suspended particle in the air. Particulates enter the lungs when air is breathed, and may lodge there, causing such diseases as emphysema, lung cancer and bronchitis.

The Bay Area Air Pollution Control District (BAAPCD) operates a network of air monitoring stations throughout the San Francisco air basin. The two monitoring stations that relate to the San Jose area are the San Jose station located on Fourth Street, and the Alum Rock station located on Piedmont Road. The San Jose station monitors all major pollutants. The Alum Rock station was recently activated (April, 1974) and monitors only particulates and oxidants.

The photochemical smog situation in the South Bay Region is presently quite severe. In 1973 the San Jose station experienced 55 days over the federal oxidant standard (.08 ppm - 1 hour). The year 1974 was characterized by less ventilation (slower winds) and, therefore, higher smog levels than for an average year. The Alum Rock station experienced 94 days above oxidant standard. The San Jose station experienced 85 days.

High carbon monoxide concentrations occur at the San Jose station. In 1973 the 8-hour CO standard (9 ppm) was exceeded there on 33 days. The 1-hour standard (35 ppm) was not exceeded during the year anywhere in the Bay Area.

Carbon monoxide is, by nature, a localized pollutant. Standards are generally exceeded during winter months when calm periods and ground level radiation inversions occur, and only in cities or near heavily traveled roadways. High CO concentrations occur close to Highways 101, 17, downtown, and at major congested intersections, but generally nowhere else in the project region.

The concentration levels of suspended particulates at the San Jose monitoring station are thought to be fairly representative of the entire San Jose area. In 1973, eleven percent of the days observed exceeded the state suspended-particulate standard (100 mg/m³ - 24 hours); and in 1974, 12 percent exceeded the standard. This was a decrease from the year 1972 when 17 percent of the days observed exceeded the standard. It is undetermined at this time if the decreasing trend is the result of better emission controls or possibly a typical annual climatic variation.

As shown by Figure 15, the long term implications of urban growth indicate that these air quality problems are not improving. The "Impacts" section will relate the General Plan to this problem.

D. Geology and Soils

The Santa Clara Valley floor is composed chiefly of confluent alluvial deposits from the surrounding mountain ranges. The soils in the area include clay in the low-lying areas, loam and gravelly loam in the upper portions of the valley, and eroded rocky clay loam in the hills. In general, expansivities are high in the Baylands and the hills and moderate on the valley floor. Corrosivities are high in the baylands, high to moderate in the hills, and low in the valley floors. Bearing strength is high to moderate throughout the area except for the Bay muds which are very low. Agricultural land capabilities range from prime to watershed. The prime cropland is located throughout the valley floor with moderately good cropland and prime pastureland adjacent to the hills and the bay. The hillsides and valleys in the hills are moderately good rangeland. The ridge areas have little agricultural value and are best suited for watershed. Much of the unurbanized valley land in Almaden, Alum Rock, Berryessa, Evergreen, Coyote, Edenvale, and South San Jose planning areas is generally well-drained Class I or II soils, regarded as the most productive for most types of agricultural production.

Subsidence of soils has occurred on the valley floor. It was first measured in the 1930's. The problem has resulted from withdrawal of ground water for agricultural, domestic and industrial uses which was greater than the natural and artificial replenishment. Development over large portions of the Valley floor has reduced the percolation capacity of the land, thereby reducing natural replenishment. A total surface subsidence of approximately thirteen feet occurred in downtown San Jose between 1912 and 1969. Subsidence at the southern end of the Bay has been three to six feet.

The use of percolation ponds with water supplied from major creeks and water imported from interior valleys, now artificailly replenishes some of the ground water supply. This water would otherwise be conveyed to the Bay.

San Jose is located in a region of very high seismic activity. The major earthquake faults in the region are the San Andreas near the crest of the Santa Cruz Mountains and the Hayward and Calaveras fault system in the Diablo Range. Numerous other faults are located in the hills and the Valley. The Berryessa, Crosley, Clayton, Quimby, Shannon and Evergreen faults are potentially active faults which either traverse urban areas or lie in the path of possible urban expansion. The potentially active Silver Creek fault underlies much urban area on the valley floor. Its location has not been defined in the Santa Clara Valley, and its recent activity is undetermined.

E. Hydrology

The hills and mountains around the Santa Clara Valley are the source of numerous perennial and intermittent creeks. The major waterways include Los Gatos Creek, Guadalupe Creek and Alamos Creek flowing out of the Santa Cruz Mountains; Coyote Creek and a host of tributaries including upper and lower Penitencia Creek and Silver Creek flowing out of the Diablo Range; and Fisher Creek with headwaters on the western side of Coyote Valley.

Permanent bodies of water include Lexington Reservoir on Los Gatos Creek, Guadalupe, Almaden and Calero reservoirs in the Santa Cruz Range, and San Francisco Bay.

Much of the land adjoining creeks is subject to flooding at intervals. It is calculated that the "100-year flood" would affect much of the Coyote Valley, a wide area on either side of Guadalupe Creek, much of the

area east of Bayshore Freeway and most of the area bounded by Bayshore Freeway, Highway 17, and the Bay. In addition to flooding from runoff, the Alviso area to a line south of Highway 237 (Alviso-Milpitas Road) is subject to tidal action; tidal flooding in this area is largely prevented by a system of dikes, although a combination of higher than usual tides and heavy storm runoff could result in flooding in this area.

There are five important sources of water as used in Santa Clara County. These are (1) local surface runoff, (2) ground water, (3) raw untreated water imported through the South Bay Aqueduct by the Santa Clara Valley Water District, (4) water from the South Bay Aqueduct treated at the Rinconada and Penitencia Water Treatment Plants of the Santa Clara Valley Water District, and (5) water imported by the San Francisco Water Department, a portion of which is sold to neighboring cities, districts and agencies.

The three major ground water basins, which are interconnected and underlie nearly 30 percent of the total County area, are the Santa Clara Valley, Coyote, and Llagas. Ground water supplies nearly 60 percent of the total water used in the Santa Clara Valley basin area and nearly all of that used in the Coyote and Llagas basin areas.

Ground water in Santa Clara County occurs in both the confined and unconfined condition. The unconfined condition exists along the peripheral areas of the Santa Clara Valley basin, throughout the Coyote basin, and in the area north of Rucker Avenue in the Llagas basin. In the confined areas, ground water is generally pumped from the deeper aquifers (more than 150 feet deep). This water is generally of a better quality than that found in the overlying shallow aquifers (less than 150 feet deep).

The ground water pumped from most of the existing wells in the County generally is of good quality. However, areas near the bay experience salt water intrusion; and the migration of saline water up tidal channels causes contamination. These occurrences of salt water intrusion are possible because of the subsidence which has resulted from historical ground-water overdraught.

The sources of pollution in urban water runoff include debris and litter from streets, debris from open land areas, publicly used chemicals, air-deposited substances, sediment resulting from construction, dirt, and oils and contaminants from vehicles.

Comparable pollution may be experienced from rural water runoff from two prime sources; agricultural activities and erosion. Pesticides, fertilizers, and animal wastes in concentrations can be strongly contaminating or polluting factors, particularly in spot locations.

F. Flora and Fauna

The undeveloped areas in the San Jose sphere of influence support a wide variety of ecosystems. Natural communities in the region range from water associated--salt water, fresh water, upland marshes; to grasslands, swamps and scrub brush; to foothill woodlands and coniferous forest.

The following plants are rare or endangered in Santa Clara County: Coyote ceanothus (*Ceanothus ferrisiae*); Mt. Hamilton thistle (*Cirsium campylon*), fountain thistle (*Cirsium fontinale*), Pt. Reyes bird's beak (*Cordylanthus maritimus*), Mt. Hamilton coreopsis (*Coreopsis hamiltonii*), talus fritillaria (*Fritillaria falcata*), Marin dwarf flax (*Hesperolinon congestum*), Contra Costa baeria (*Lasthenia conjugens*), Dudley lousewort (*Pedicularis dudleyi*), Gairdner's yampah (*Perideridia gairdneri*), Mt. Diablo phacelia (*Phacelia phaceliodes*), glabrous allocarya (*Plagiobothrys glaber*), rock sanicle (*Sanicula saxatilis*), Metcalf Canyon jewel-flower (*Streptanthus albidus* ssp. *albidus*), and royal streptanthus (*Streptanthus callistus*).

Three general areas are the habitats of a variety of endangered and protected animal species: (1) Diablo Range and foothills -- American Bald Eagle and Golden Eagle, (2) Santa Cruz Mountains -- California Condor, California Mountain Lion, Golden Eagle, and (3) Baylands -- California Least Tern, California Clapper Rail, Salt Marsh Harvest Mouse and Brown Pelican.



II. SOCIO-ECONOMIC ENVIRONMENT

Metropolitan San Jose shares with the Los Angeles and San Diego areas the distinction of being a newly-evolved urban type, distinctly California in character.

The urban structure is an accommodation to automobile travel and lacks the central orientation and compactness of older cities. The social structure is largely that associated with suburban life and single-family tract home developments.

The rapid economic development of the San Jose area has attracted primarily a young, working age population. As of the 1970 census, the median age was 24.4, mostly composed of families with children (64% of all heads of households are under 45 years of age). In 1970, the average household size was 3.35 persons per household, which was among the highest of any major city in the United States.

San Jose residents tend to be affluent and highly mobile within the metropolitan area. The \$10,854 median family income in 1970 was among the nation's highest for large cities. Despite the high intra-county mobility (40% changed dwellings between 1965 and 1970), San Joseans tend to be homeowners rather than renters by three to one.

Approximately 28% of San Jose's total population is classified "minority". The highest percentage of this group is strongly influenced by a Spanish heritage. This group which is bi-lingual, comprises 22% of the total population. This Spanish speaking population is mostly concentrated in the Central and Alum Rock Planning Areas, which have 53% of the total Spanish speaking population. Although small in total number (1305 total population), 65% of the Alviso population is Spanish speaking.

The rising affluence of San Jose and the County is not uniformly distributed throughout the area. San Jose has tended to capture less of this prosperity than other parts of the County. Trend analysis suggests that the County's population is becoming more segregated residentially by income and ethnic group, while the affluent areas are experiencing greater per capita economic growth than the less affluent areas.

San Jose is a socially and economically heterogeneous community. In general, the area closer to the central core tends to have more social and economic problems. Willow Glen and Central planning areas have most of the housing built before 1950 and lower income rental units. Willow Glen's population, however, is less mobile as a whole than the rest of San Jose. Central is even less affluent, with the oldest housing in San Jose, a large number of single person households and rental units, and a higher rate of social problems. The planning areas to the east such as Alum Rock, Berryessa and Evergreen approach the County norm in income and life-style in the area near the foothills. The portions closer to the central part of San Jose, however, have high minority composition and are generally less affluent.

West Valley, Almaden and most of Edenvale can be characterized as areas of "solid middle class life", with single-family subdivisions built since 1950. Cambrian-Pioneer is similar in profile except for a greater diversity of housing units by type and age. Alviso, on the other hand, is a concentrated Hispanic community marked by older single-family homes, high unemployment, crowded households and below average family income.

III. ECONOMIC SETTING

The economy of the City of San Jose exists and interacts within the economy of the County. Although the County economic base interacts with the regional economy, it has become increasingly independent, particularly since manufacturing, its principal economic sector, is aimed at markets which extend nationally and internationally rather than concentrating on the consumer markets in Northern California.

Currently, Santa Clara County has an array of consumer and business services which are increasingly sufficient to handle most local needs. In addition, employment income earned locally is initially spent locally and is often recirculated many times entirely within the local economy. A high income-multiplier effect is generated which creates additional jobs and expansion of the service sector. The viable rural agricultural areas to the south have a minor role in the economy compared to manufacturing consumer markets and business services.

Initially, industrial development centered in the north county, although it is now trending southward towards San Jose. However, the sequence of this trend triggered substantial residential development in San Jose requiring a disproportionate share of San Jose's residents to travel to other cities for employment. San Jose's recent aggressive industrial development policy has promoted additional manufacturing, warehousing, and research and development firms throughout the urban area. This is designed to improve employment opportunities and City's tax base which is now overly dependent on residential property taxes.

The area's economic orientation toward advanced technology, research and development activities, as well as manufacturing, has a labor force counterpart which is highly skilled and highly paid (compared nationally). This is the result of change in the local economy which saw low-skilled and low-paid agricultural workers replaced by a new labor force attracted by the area's growth and employment opportunities. Santa Clara County currently has among the highest median household income among metropolitan areas nationally. Although the number of workers has increased in the past for all major employment groups (excluding farm workers): blue collar, white collar, and service; white collar has grown proportionally more--from 53% of total employees in 1960 to 59% in 1970. Employment distribution by employment category is given below:

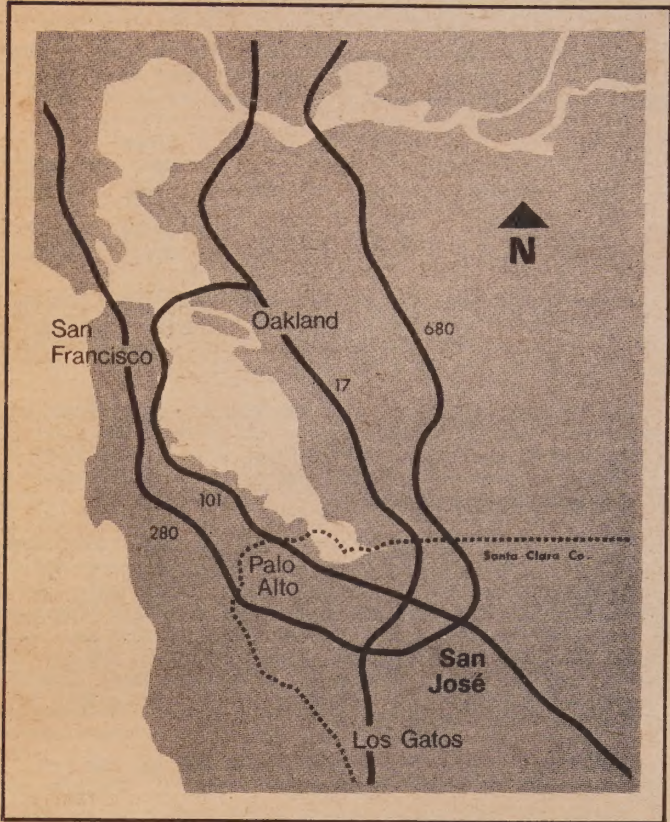
Occupational Distribution, Total Population 25 years and Older in Santa Clara County	
White Collar	59.1%
Blue Collar	29.1%
Service Workers	10.9%
Farm Workers	1.0%

Source: U. S. Census, 1970
(Note: 1975 Census information was not available)

Because of the dominance of electrical, machinery, and ordinance industries, the local occupational mix differs substantially from that of the region, state and nation. In general, skill levels necessary for local advanced technology industries are higher than that required in most other labor markets. Moreover, the growth of the local services industry, which provides nearly one-third of all jobs in the area, intensifies the need for white collar workers. Employment in this sector is principally involved in educational, medical and business services which require concentrations of professional and technical personnel. As a result, Santa Clara County has a substantially larger proportion of white collar workers than California as a whole. However, the City and County also have an abundance of workers seeking semi-skilled and unskilled positions who do not meet the labor needs of most of the area's industrial sectors.

IV. URBAN SETTING

SAN JOSE REGIONAL SETTING



A. Existing Land Use

It is the pattern and extent of the present urban uses which define the visual and functional character of San Jose. There does remain, however, a significant amount of undeveloped land on the valley floor. Through careful planning and community involvement, the desired community can be achieved.

Figure 1 gives a breakdown, by detailed categories, of the uses of the land within San Jose's sphere of influence. The data covers three points in time, the latest being 1974. As the chart indicates, more land is used for agricultural purposes than for any other use. This is rather misleading, however, since the greatest part of the "agricultural" use is attributable to the sparsely used hillsides surrounding the valley floor.

Residential use is far and away the most prevalent urban use in San Jose. It represents approximately 45% of urban uses. The residential uses in San Jose display some distinct characteristics. For one, the availability of relatively inexpensive land in San Jose (inexpensive only in comparison to even higher land costs in other parts of the North County) within reasonable commuting distance of county job markets, has attracted most of the market of medium-priced, single-family homes in Santa Clara County over the past fifteen years. This market was substantial due to the economic expansion of the period, and resulted in a particular type of population growth, i.e., families with children. Thus, the City's household composition and its mix of dwelling types both reflect, and affect, each other.

In 1975, 75% of the City's dwelling units were single-family detached dwellings. Only Milpitas, Campbell, and the high-income enclaves of Los Altos and Saratoga have larger proportions of single-family detached dwellings.

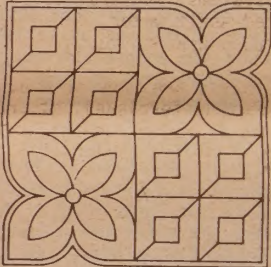
Another distinct characteristic of the City's residential development is its homogeneity, which is reflective of the City's rapid growth as well as its population composition. The housing stock is typified by a preponderance of suburban ranch-style houses on 6,000 square foot lots, nearly half of which have been built since 1965. Typical subdivisions border local thoroughfares and back up to major arterials, local shopping centers, and strip commercial developments.

Multiple-family development is characterized by low profile (two or three story) moderate density (approximately 25 units to the net acre) apartments with rental ranges for low to middle-income families. These apartments are widely dispersed throughout the City, but with the largest concentrations being in the central and western parts of the City. Few apartment developments exist near the urban fringes. Apartment projects are generally located adjacent to major streets.

FIGURE 1

CITYWIDE LAND USE DATA

Refer to explanatory sheet for explanation of land use codes		Single Family 01	Multiple Family 02-07	Mobile Home 08	Non-Manufacturing 10-19, 44-49	Manufacturing 20-39	Shopping Center 50-52	Offices, Banks & Clinics 59	Other Commercial 53-55	Public & Quasi-Public Structures 70-79	Public & Quasi-Public Open Space 80-89	Agriculture 90-99	Vacant 69	Freeways 41	Local Streets 42	Railroads 43	TOTAL
1967 Acres	a	17194.10	1630.20	297.07	3011.99	1240.34	348.41	250.68	1348.05	3999.94	3353.73	131369.97	6880.17	1271.14	9974.25	561.16	182731.20
		9.40%	0.89%	0.16%	1.60%	0.67%	0.19%	0.13%	0.73%	2.19%	1.84%	71.80%	3.77%	0.70%	5.46%	0.31%	
1967-1973 New Development ¹	b	5885.46	1228.97	493.41	1402.47	91.48	296.76	102.20	365.59	864.56	1005.39	-11316.08	-3112.59	330.40	2362.02	0	
		40.79%	8.52%	3.42%	9.72%	0.63%	2.06%	0.71%	2.53%	5.99%	6.97%	-	-	2.29%	16.37%	0.00%	
1973 Acres	c=a+b	23079.56	2859.17	790.48	4414.46	1331.82	645.17	352.88	1713.64	4864.50	4359.50	120053.89	3767.58	1601.54	12336.27	561.16	182731.24
		12.63%	1.56%	0.43%	2.42%	0.73%	0.35%	0.19%	-0.94%	2.66%	2.39%	65.60%	2.06%	0.88%	6.75%	0.31%	
1967-1974 Changes ²	d	-407.44	97.18	-20.78	-126.60	-79.07	101.69	35.17	-62.84	-27.49	-271.00	-1909.20	2499.09	171.32	0	0	
1973-74 New Development ¹	e	574.61	114.73	7.12	93.95	8.64	49.84	20.27	54.09	171.82	10.22	-1119.61	-423.32	210.75	226.88	0	
		37.24%	7.44%	0.46%	6.09%	0.56%	3.23%	1.31%	3.51%	11.14%	0.66%	-	-	13.66%	14.70%	0.00%	
1974 Acres	f=c+d+e	23246.73	3071.08	776.82	4381.81	1261.39	796.70	408.32	1704.89	5008.83	4098.34	117025.08	5843.35	1983.61	12563.15	561.16	182731.26
		12.72%	1.68%	0.43%	2.40%	0.69%	0.44%	0.22%	0.93%	2.74%	2.24%	64.00%	3.20%	1.09%	6.87%	0.31%	



SOURCE: City of San Jose Planning Department

In those cases in which planning area boundaries encompass territory which is outside the City's sphere of influence, the data applies only to that portion of the planning area which lies within the City's sphere.

¹New Development: This category contains land which was either vacant (69) or agriculture (90-99) in 1967 and developed within the year(s) indicated.

²Changes in Use: This category contains land developed by 1967 but which has changed in use to another developed area, or has changed from a developed use to vacant (69) or agriculture (90-99).

SANTA CLARA COUNTY LAND USE CODE

RESIDENTIAL	
01	Single Family single family detached dwellings only.
02-07	Multi-Family duplexes, apartments, townhouses, condominiums, boarding houses, and all other multi-family dwellings.
08	Mobile Homes
INDUSTRIAL	
10-19, 44-49	Non-Manufacturing building materials dealers, warehousing, wholesaling, research and development, equipment storage yards, heavy commercial, utilities communication, air, bus, and truck transportation, and others.
20-39	Manufacturing food products, apparel, wood products, paper, printing, publishing and reproduction, machinery, instruments and all other manufacturing.
COMMERCIAL	
50-52	Shopping Center regional, community and neighborhood centers.
59	Offices, Banks and Clinics
53-55	Other Commercial business districts, isolated stores, small commercial, clusters, strip commercial, auto-oriented businesses and others.
PUBLIC AND QUASI-PUBLIC STRUCTURES	
70-79	Schools, school playgrounds, public buildings, hospitals, churches, fraternal halls, unions, military bases and others.
PUBLIC AND QUASI-PUBLIC OPEN SPACE	
Parks, playgrounds not associated with schools, cemeteries, golf courses, commercial and non-profit open space uses and others.	
AGRICULTURE	
90-99	Quarries and other extractive uses, orchards, field crops, pasture and range land, reservoirs, water supply and flood control lands, forest and brushlands, water areas, marshes, swamps and tidal flats, extensive testing facilities.
VACANT	
69	Vacant land in urban areas.

SOURCE: Santa Clara County Planning Department

Commercial development in San Jose has also taken on a distinctive character. Outside of the downtown Core Area which provides for very specific needs, and has most recently become a major regional financial center, commercial development exists in the form of neighborhood and community commercial centers, strip commercial development along arterial streets, and regional shopping centers. This pattern of commercial development evolved in response to the dispersed nature of the residential population. Neighborhood centers have located adjacent to residential neighborhoods and meet the need for food and drug convenience items needed on a daily basis. Community commercial centers provide for these conveniences needs as well as for a larger range of shopping needs, and serve more than one neighborhood. They are generally located at or near the intersections of major arterials or expressways. Regional shopping centers have greatly diminished the regional role of the downtown Core Area, at least as a retail center. The Core Area is making a comeback as a financial, cultural, and entertainment center.

Strip commercial development is a term loosely applied to commercial development along major streets, which may be continuous or scattered in nature. Some of the older of these areas actually function as neighborhood business districts. Lastly, some individual commercial establishments, by virtue of their size and range of goods and services provided, perform the same function as a shopping center.

Industrial development in San Jose has occurred in a widely dispersed manner throughout the City, either as expansions in areas of historical development such as the food packing areas between Seventh Street and Highways 17 and 101 or in the heavy industrial areas between Stockton Avenue and Guadalupe Parkway, or in new industrial "reserves". Within the older industrial areas, industrial facilities have become under-used due to technological obsolescence.

The City's active promotion of industrial development has caused some firms to rebuild in these areas, however, bringing about momentum for further revitalization. Historically, San Jose's reluctance to accept heavy, polluting industries, as well as certain market constraints, limited their development. As a result, the City's industrial base grew with an emphasis towards lighter manufacturing, warehousing, and some limited food processing.

The rapid urbanization of the fifties and sixties and the heavy influx of high technology and defense industry on the Peninsula fostered secondary growth such as the I.B.M. facility in San Jose. These developments were not inclined to locate in older established industrial areas. New industrial areas were created, with an emphasis on light manufacturing. The character of residential sprawl has been mirrored by the City's industrial base, in its low profile and density throughout the community.

B. Land Availability

As a refinement of existing land use data, the land availability analysis looks at the various categories of vacant land. The purpose of this analysis is to determine the amount and distribution of land available for development in the Urban Service Area. This analysis will be updated annually as part of the General Plan and Urban Development Policy review.

Some differences in urbanized land use category totals exist because the land use inventory was concluded in November 1974 and the land availability analysis is based on conditions as of July 1, 1975. The greatest difference exists in the industrial category since the land use inventory definition includes the water pollution control plant, airport and other utilities and transportation uses. In the land availability analysis these uses are placed in the "other urban" category to isolate the actual amount of industrial land developed as private industry.

The land use inventory covers the entire sphere of influence whereas the land availability analysis covers only the Urban Service Area. The Urban Service Area consists of existing urban developed areas and vacant agricultural land, either incorporated or unincorporated, within the City's sphere of influence, which are now served by existing urban facilities, utilities and services or are proposed to be served by urban facilities, utilities and services provided in the City's adopted five-year Capital Improvement Program.

The Urban Service Area is divided into two categories: Urbanized areas that are incorporated or unincorporated, and urban expansion areas. Urban expansion areas consist of vacant and agricultural land proposed for urbanization in the future and served by utilities or public facilities now existing or provided for in the City's adopted five-year Capital Improvement Program. Urban expansion areas may also consist of incorporated or unincorporated land, and in some cases, the land may be in special sewer districts.

Vacant and agricultural land within the urban expansion area are categorized according to present "commitments" of uses. The five categories indicated in Figure 2 are defined as follows:

- Vacant Public Committed Land is land which has either been purchased by a public agency or has definite funding earmarked for a particular parcel. In addition, school and park sites shown on approved active tentative maps or planned development permits are considered as public committed.
- Vacant Private Committed Land is that vacant land for which tentative maps, planned development permits, and/or site development applications have been approved and are still current. For vacant private residentially committed land, the number of dwelling units proposed has also been tabulated.
- Vacant Williamson Act Land is private land which is under contract with the City or County through the California Land Conservation Act of 1965 which restricts the land to agriculture and open space uses. Under the minimum ten-year contracts, the lands are taxed on a reduced agricultural assessment, rather than their full market value. Such land under the Williamson Act should be considered as eventual urban expansion lands if within the Urban Service Area.
- Vacant Industrial Reserve Lands are lands set aside in anticipation of future industrial needs. The six sites in San Jose's Urban Service Area designated for future industrial development are: North San Jose, Alviso, Berryessa, Alum Rock, South San Jose, and Edenvale Industrial Reserves.

- Vacant Non-Committed Land is all that remaining vacant land not covered by the previous four categories and which is generally available for future urban development. A portion of the non-committed land consists of water areas and flood control channels and areas which will be designated in the future as required for parks and recreational purposes. This category could also include certain privately owned lands upon which development should be permanently prohibited for reasons of public health, safety and welfare, such as landslide areas, earthquake hazard areas, and airport flight path zones.

The Urban Service Area contains approximately 82,400 acres (Figure 2). Of the total, 61,500 acres, or 74.6%, were developed as of July 1, 1975. The composition of urbanized land uses in acres are as follows:

Total	Res.	Comm.	Ind.	Streets	Urban ¹ Open Space	Other ² Urban
61,500	27,870	3,125	3,365	15,120	2,150	9,870
100%	45.3%	5.1%	5.5%	24.6%	3.5%	16.0%

The balance of 20,900 acres (25.4%) are undeveloped lands considered as vacant for purposes of this analysis. This includes lands committed to development, lands available for development, and lands which have physical or other constraints on urban development.

Of the vacant lands, 2,630 acres are committed or approved for private development and 1,050 acres committed to public use. There are 1,020 acres restricted to agriculture and open space use for at least 10 years under Williamson Act contract. This does not include Williamson Act acreage in the industrial reserve.

The remaining 16,200 acres (19.7%) are vacant non-committed lands. Of the vacant acres, approximately 2,126 acres (Figure 3) are considered to be ill-suited for urban use due to size, shape, slope, soil subsidence, flooding, airport safety zone, and another 746 acres are programmed but not yet committed for public acquisition. This includes such large projects as Guadalupe Oak Grove Park, Lake Cunningham, and Coyote Creek Park Chain. Subtracting the problem and programmed lands from the total vacant non-committed leaves approximately 13,335 acres within the Urban Service Area for future development.

The 1974 Urban Development Policy review concluded for the first time that land available for urban development is finite. The rate and density of future development will determine how rapidly or how efficiently the available land will be used.

Lands outside the Urban Service Area are not available for urban development. The General Plan Land Use/Transportation Diagram designates certain areas for urban development in the future, but only after these areas have been included in the Urban Service Area. The Diagram designates certain other areas for non-urban land uses which do not require urban services and which would not be included in the Urban Service Area.

C. Land Use Trends

Analysis indicates that for the 1974-1975 fiscal year 1,553 acres of vacant land were urbanized (Figure 4). Prior analysis over a five year period shows an average absorption rate of approximately 1,900 acres per year. This drop in land consumption for urban uses reflects a national economic slump plus local development constraints. Projections for the next five years should be somewhere around 1,840 acres per year urbanized, although this will depend on such variables as availability of good developable land, land and housing cost, general economic conditions, industrial development, environmental considerations, political attitudes, etc.

Average industrial land absorption was relatively slow until the city established an aggressive economic development program to encourage a more balanced community. Land consumed in the industrial reserves has increased from approximately 70 acres to 115 acres a year. This does not include industrial type activity outside the reserves. The projected industrial land absorption rate to 1980 is an average of 200 acres per year. Including held, Williamson Act, and non-committed lands, there are 5,350 vacant acres available within the industrial areas. Since such land is reserved to a specific use over the long term, industrial land should, for purposes of this analysis, be excluded from the total vacant acres within the Urban Service Area. This would leave approximately 7,985 vacant and uncommitted acres for all other forms of land use.

Uses outside the industrial areas are projected to consume land at the rate of approximately 1,725 acres per year. Therefore, totaling public and private lands committed to development and vacant non-committed lands, there is enough land (11,665 acres) in the Urban Service Area for 6.8 years of future growth at past rates. Inasmuch as the boundaries of the Urban Service Area are based upon the existing public facility system and those proposed in the five-year Capital Improvement Program, it seems consistent that 6.8 years' growth potential is adequate if the Urban Development Policy, along with the Capital Improvement Program, is revised and updated annually. However, approximately 2,800 acres in the Evergreen Planning Area are restrained from development by the Evergreen Development Policy. Until solutions to the transportation and flooding problems can be found, this acreage should not be considered as available for urban expansion. Therefore, 8,865 acres are available or four and one-half years of projected growth can be accommodated.

An additional 600 acres of committed and non-committed lands in the Almaden Planning Area are constrained under the adopted Almaden Development Policy due to traffic circulation problems. Therefore, only 8,265 acres are available or 4.8 years of future growth can be accommodated unless an acceptable program to eliminate the transportation problem can be implemented.

The significance of the analysis of land availability and land use trends is that the rate of land absorption experienced in the past cannot continue. The result will be a trend toward infilling of vacant or under used land and a trend toward more intensive development.

1. "Urban Open Space" includes City and County Parks, 898 acres; Golf Courses, 1,065 acres; and percolation ponds, 187 acres.
2. "Other Urban" includes such uses as schools, government facilities, churches, hospitals, cemeteries, airports, disposal sites, etc.

FIGURE 2

URBAN SERVICE AREA LAND USE ANALYSIS (Gross Acres)

PLANNING AREAS	URBANIZED		VACANT PUBLIC COMMITTED		VACANT PRIVATE COMMITTED		VACANT WILLIAMSON ACT ^a		VACANT INDUST. RESERVE		VACANT NON-COMMITTED		TOTAL		COMMITTED DWELLING UNITS
	ACRES	%	ACRES	%	ACRES	%	ACRES	%	ACRES	%	ACRES	%	ACRES	%	
ALMADEN	2705	67.1	10	0.3	367	9.1	0	0	0	0	948	23.5	3682	100	1140
ALUM ROCK	8247	81.2	37	0.4	118	1.2	210	2.1	222	2.2	1323	13.0	10157	"	415
ALVISO	1473	53.8	322	11.7	0	0	119	4.3	475	17.4	351	12.8	2740	"	0
BERRYESSA	4113	62.2	45	0.7	128	1.9	68	1.0	1426	21.6	829	12.5	6609	"	750
CAMBRIAN/PIONEER	4430	87.5	29	0.6	44	0.9	31	0.6	0	0	529	10.4	5063	"	260
CENTRAL	7293	97.9	6	0.1	9	0.1	0	0	34	0.5	108	1.7	7450	"	380
EDENVALE	7914	70.0	98	0.9	869	7.7	455	4.0	618	5.5	1354	12.0	11308	"	3150
EVERGREEN	2627	39.1	132	2.0	711	10.6	118	1.8	0	0	3127	46.6	6715	"	2925
NORTH SAN JOSE	3352	58.5	0	0	38	0.7	0	0	2247	39.2	92	1.6	5729	"	0
SOUTH SAN JOSE	4675	63.6	356	4.8	222	3.0	0	0	326	4.5	1771	24.1	7350	"	1240
WEST VALLEY	7716	97.1	5	0.1	22	0.3	20	0.2	0	0	187	2.3	7950	"	130
WILLOW GLEN	6962	95.3	10	0.1	102	1.4	0	0	0	0	229	3.2	7303	"	720
TOTAL	61507	74.6	1050	1.3	2630	3.2	1021	1.2	5348	6.5	10848 ^b	13.2	82404	"	11110

SOURCE: City of San Jose, Planning Department
a. Excludes Act Lands in Industrial Reserves
b. Includes 2120 Acres Ill-Suited for Urban Development and 745 Acres Programmed but Not Committed to Public Use (FIGURE 3)

FIGURE 3

VACANT LAND DEVELOPED WITHIN THE URBAN SERVICE AREA^a: 6/30/74 - 7/1/75

PLANNING AREAS	LAND USES DEVELOPED (Net Acres)						TOTAL
	RESIDENTIAL	COMMERCIAL	INDUSTRIAL	STREETS	URBAN OPEN SPACE	OTHER URBAN	
ALMADEN	79.9	-	-	23.2	-	1.3	104.4
ALUM ROCK	39.4	18.7	1.7	14.1	-	118.4	192.3
BERRYESSA	130.9	22.9	2.9	41.5	-	11.8	210.0
CAMBRIAN/PIONEER	80.5	18.5	-	26.0	-	17.4	142.4
CENTRAL	2.0	7.6	41.2	6.0	-	3.9	60.7
EDENVALE	243.1	29.4	34.4	81.7	11.7	62.9	463.2
EVERGREEN	40.6	10.8	-	13.3	-	27.5	92.2
NORTH SAN JOSE	-	8.1	18.3	4.2	-	-	30.6
SOUTH SAN JOSE	66.1	0.2	14.0	21.1	2.9	6.9	111.2
WEST VALLEY	42.7	5.1	-	12.9	4.4	9.5	74.6
WILLOW GLEN	45.4	1.6	-	13.2	0.3	10.8	71.3
TOTAL	770.6	122.9	112.5 ^b	257.2	19.3	270.4	1552.9
	49.6 %	7.9 %	7.3 %	16.6 %	1.2 %	17.4 %	100. %

SOURCE: City of San Jose, Planning Department
a. Includes 73.0 acres developed in Industrial Reserves
b. This does not include the 68 acre IBM development in Coyote

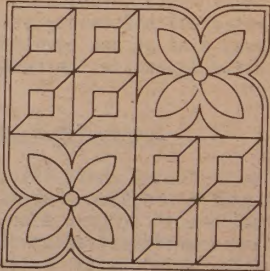


FIGURE 4

VACANT NON-COMMITTED LANDS WHICH HAVE PHYSICAL OR OTHER CONSTRAINTS^a (Gross Acres)

PLANNING AREA	PROGRAMMED PUBLIC ACQUISITION (Not funded)	HISTORIC FLOODING	AIRPORT SAFETY AREA	SLOPE GREATER THAN 15%	BITS AND PIECES	TOTAL
ALMADEN	190	0	0	150	1	341
ALUM ROCK	138	421	0	7	42	608
ALVISO	0	163	0	0	10	173
BERRYESSA	58	23	0	50	18	149
CAMBRIAN/PIONEER	28	0	0	0	4	32
CENTRAL	0	27	7	0	59	93
EDENVALE	67	39	0	51	70	227
EVERGREEN	141	404	88	0	5	638
NORTH SAN JOSE	0	10	0	0	0	10
SOUTH SAN JOSE	110	0	0	370	33	513
WEST VALLEY	0	0	0	0	36	36
WILLOW GLEN	14	0	0	0	38	52
TOTAL	746	1,087	95	621	316	2,865
		2119				

SOURCE: City of San Jose, Planning Department
a. Includes both incorporated and unincorporated land within the Urban Service Area

V. SAN JOSE'S ECONOMIC POTENTIAL

One of the particular concerns of the General Plan is the consideration of the long term potential for economic development in San Jose and the provision of appropriate lands for industrial uses. As indicated in the previous section, the land available for industrial development is adequate for the projected needs to 1990 and provides for continued economic development thereafter. Long-range planning for industrial land needs has been effective since the mid-1960's. Land has been reserved for industrial development in spite of short-term pressures for development to other uses.

The analysis of economic potential quantifies the amounts of industrial land that will be required to accommodate projected employment growth and development activity. Future economic growth is needed to provide an economic balance in the City's employment and tax base. The economic potential was analyzed in the context of employment and development trends for the metropolitan area and region.

A. Inventory of Industrial Land

The GP '75 program developed, for the first time, a complete analysis of industrial land use and zoning. The inventory points out the types of land uses developed as well as the vacant industrial acreage now planned and zoned. The inventory data is presented in the GP '75 Informational Report on San Jose's Economic Potential. Through the GP '75 planning process additional areas for industrial development were identified, resulting in an increase of available industrial from 3,950 to approximately 4,900¹ net acres. This inventory represents a wide variety of locations and parcel sizes in areas of widely differing industrial character. This variety is beneficial since a wide range of site choices are provided.

The additional areas proposed for industrial development were selected to provide for those industries adaptable to a suburban setting. The single user, campus style industry that is not attracted to a standard industrial park environment could also be accommodated in the locations designated on the Land Use Diagram. Annual review of the General Plan will provide for the further evaluation of these proposed locations.

B. Economic Development Trends

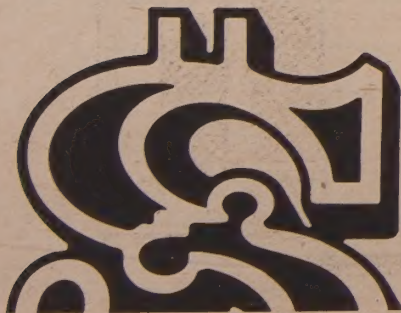
The historical trend of industrial development in Santa Clara County is extremely influential on San Jose's economic potential between now and 1990. The attraction of industry to the north county cities beginning in the late 1940's started a trend which has continued to the present. In almost mechanical sequence these cities' industrial development has blossomed. The chief impact on San Jose during the past 25 years was the strong demand for housing and related commercial development. IBM in Edenvale is the most notable exception to the trend of industrial location in the north county. To some extent, San Jose's industrial development was not totally dominated by the county trend due to the city's size and mix of industries different from electronics firms such as FMC and the food processors.

Fortunately, this trend is beginning to change and the internal dynamics of San Jose are beginning to exert more influence on economic development. Such attractions as the airport, the downtown core area financial office complex, the foreign trade zone, the intersecting regional free-ways and San Jose's huge labor force all contribute to a change in the city's attractiveness for economic development. However, a realistic appraisal of the county picture indicates that other cities still have a great deal of new development activity, active promotional programs, and, in the aggregate, a respectable amount of vacant land.

1. Countywide Land Absorption

The following chart illustrates the present land absorption trend and suggests positive changes by 1990. Industrial development is essentially "built-out" in Palo Alto. Both Mountain View and Cupertino appear to have significant short-term development potential. However, the majority of new development is occurring in Sunnyvale, Santa Clara and San Jose. The rest of the County is absorbing a negligible amount of industrial land.

1. This is land now readily developable for industrial uses, as opposed to 5,831 net acres of land ultimately planned for industrial development on the Land Use/Transportation Diagram (See Figure 18).



Countywide Industrial Land Absorption

	1975	
	Vacant Industrial gross acreage	Annual absorption net acreage
Palo Alto	190	4
Mountain View	400	25
Cupertino	174	18
Sunnyvale	1170	100
Santa Clara	1300	130
San Jose	4650	120
Subtotal	7884	397
Balance of County	4172	18
County Total	12056	415

Source: Individual City General Plans, Zoning and Development Activity.

It is also reasonable to conclude from the above chart that San Jose has not yet reached its peak annual absorption rate. However, because of the competitiveness and land available in other cities, San Jose may not reach a peak industrial land absorption rate for several years.

2. San Jose Land Absorption

The rate of San Jose's industrial development is clearly increasing. The 1974 Urban Development Policy Analysis showed an average of 95 acres per year in the period of 1969 through mid-1974. The most recent analysis from the General Plan Land Use Data shows that 120 acres were developed from July 1, 1974 to June 30, 1975. In addition, another 142 acres were committed to future development by city permit approvals. It is important to recognize also that economic development is broader than manufacturing or industrial uses. The past year's activity includes a substantial proportion of non-manufacturing development in areas planned for industry. San Jose land absorption is projected to average approximately 200 acres per year over the General Plan time frame.

C. Projected Economic Growth

The basis for 1990 projections of economic growth for the General Plan is the OBERS¹ Projections of Regional Economic Activity. These projections examine the performance of major industry types within the nation, regions and sub-regions according to the specific composition of industries in each region. As compared with other employment projections in the GP '75 Background for Planning Report, OBERS is less optimistic in the short term but more optimistic through 1990. Employment was chosen as the key factor in economic projections since it bears a direct relationship to population.

OBERS projects total jobs in Santa Clara County 1990 at 728,000 or an increase of 221,000 over the present number. Approximately one-third of these jobs would be basic or manufacturing in nature.

San Jose is attempting to improve the economic position of its residents by aggressively pursuing economic development through increasing the overall level of economic activity in this County and capturing a larger share of that activity for San Jose. Recognizing that it is the absolute economic position of residents that materially affects people's lives, the City of San Jose will continue to promote the economic viability of the community while attempting to address the economic imbalances between the cities in the County.

San Jose's share of metropolitan area employment growth projected in GP '75 is 70%. At an employment density of approximately 25 workers per net acre, the manufacturing employment growth by 1990 would require almost 3,000 net acres of industrial land. Non-manufacturing employment growth will be accommodated in commercial as well as industrial areas and will account for additional land absorption.

The wide variety of industrial and non-manufacturing uses which will be developed in San Jose may result in a lower average employment density. In this event, the projected employment growth and industrial development could require more than the 3,000 net acres indicated above. Therefore, the GP '75 and use proposals include additional industrial areas for future development.

The employment density of approximately 25 workers per net acre is an average and would not pertain to all industrial development areas in San Jose. For example, new developments in the North San Jose area tend to be warehousing and distribution firms with a substantially lower employment density. New development in the Edenvale industrial area tends to be much more intensive than the average. This distribution of employment intensity seems to be very compatible with the land use and transportation policies of the General Plan and should be encouraged. A greater concentration of jobs in the area south of Freeway 280-680 matches the concentration of the labor force and has the potential to relieve commuting pressures on the north-south travel corridors.

D. Economic Balance

Santa Clara County as a whole is relatively well-balanced in terms of jobs and population. County economic projections assume continued population growth according to past trends. However, even if fiscal constraints to accommodating population growth are discounted, the supply of developable land is not increasing. Higher densities or population spillover into adjoining counties may result if economic growth continues. Both of these phenomena have occurred in other parts of the Bay Region.

The issue at this level is the relationship between aggregate employment growth projected and the ability of county cities to plan for and house the amount of population associated with the economic growth. There are two ways to approach this issue. The first approach is to translate projected San Jose employment to total population this employment would support. The projected 70% of new county jobs would result in 313,000

1. Joint effort in 1972 by the Office of Business Economics of U. S. Department of Commerce and Economic Research Service of U. S. Department of Agriculture. (Figure 5).

total jobs in San Jose in 1990. Using a parity ratio of one job for each resident worker, these jobs would support a 1990 population of 751,000, some 38,000 less than the population projected. (One job supports approximately 2.4 population).

The second approach is to translate the projected 1990 population into the resident workers required. The projected 789,000 population would require 329,000 resident workers using the same ratio as above. In order to achieve a 1:1 parity of jobs to resident workers the City would need to develop 78% of all new county jobs. After comparing these two approaches, it is concluded that the first approach is the more practical although it is still very ambitious.

San Jose has about half the county population but less than one third of the county employment. Despite the success of the Economic Development Program, the degree of imbalance accumulated over the years is such that only a long term solution is possible. Through the General Plan, it is possible to adopt coordinated land use and transportation policies that will be significant factors in a long term solution. For example, the stabilization of our population growth rate through the programming of urban services, maintaining a range of residential densities, and preserving service levels can accomplish growth without sacrificing quality.

E. Conclusions

The discussion of the inventory and trend information and projections discussed in this section has a purpose beyond the General Plan update. The whole areawide growth management question is at issue and involves such agencies as LAFCO, ABAG and MTC. Too frequently these agencies have examined San Jose's plans and growth policies in isolation, disregarding the actions or inactions of other cities in the metropolitan San Jose area.

The central conclusion derived from the foregoing analysis is that San Jose's role in the county economy and development pattern must be changed. The growth management rationale and policy direction embodied in the General Plan is as follows: stabilize the population growth rate and expand employment opportunities and the tax base through economic development. The ratio of jobs to resident workers prevailing countywide is almost 1:1 and this ratio should also be reflected in San Jose. The amount and location of residential growth must be managed to permit the economic balance to take effect.

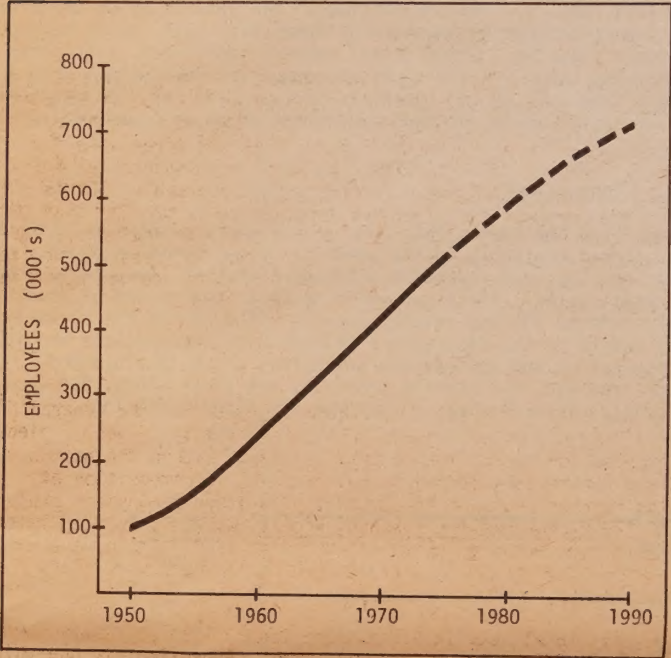
Finally, the economic impact of a "new" plan could be disruptive unless there is continuity of city policy. The GP '75 program is not geared to create an entirely new plan for San Jose but to selectively modify the old General Plan. The old Plan reflects, to a large extent, the fact that San Jose is a very large and extensive city. The basic land use and density patterns of the city are established; major industrial and commercial areas are developed and committed to future, long term use.

Since the General Plan now has much more relevance to incremental land use decisions through zoning and subdivision approvals, special attention has been given to the economic relationships between existing and proposed land use policies. A specific example in the industrial sector is the continuity between the industrial areas under the Economic Development Program and the General Plan. In addition, the analysis of other industrial zoned areas indicated a number of places where potential "redevelopment" could protect and upgrade the existing development. It is inevitable that some situations present a choice between an existing use or zoning and the preservation of a neighborhood. Such detailed consideration may require individual analysis. The General Plan program has included a conscious attempt to minimize these kinds of economic impacts.

VI. DEMOGRAPHIC AND ECONOMIC ANALYSIS

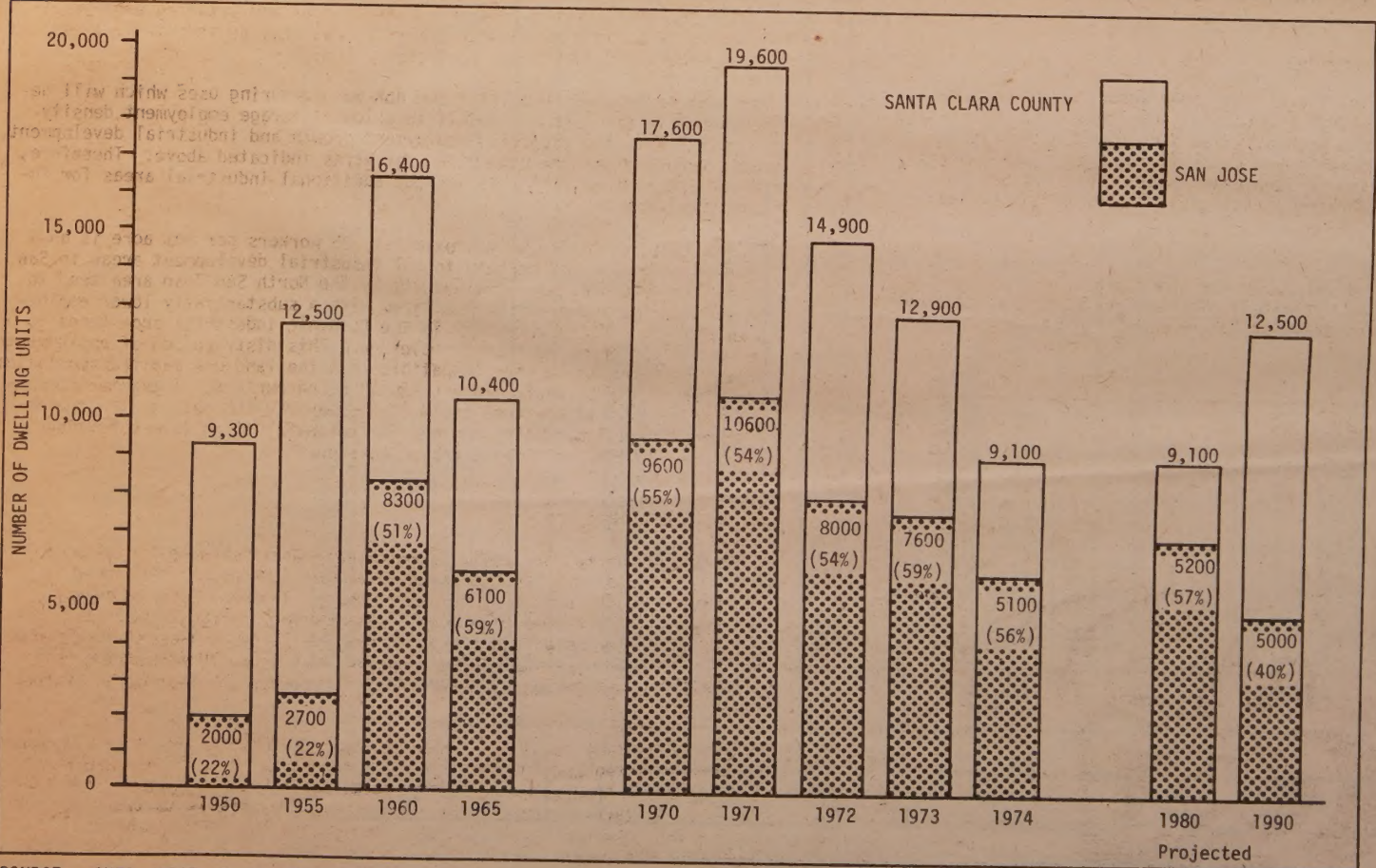
The purpose of this section is to summarize the demographic and economic factors which are incorporated in the General Plan. Having recognized from the outset that San Jose is not a closed system, the Planning Staff analyzed both metropolitan and regional conditions, trends and projections. The preliminary staff recommendations generally reflect these external forces. However, San Jose is not totally dependent on external demographic and economic forces and must attempt to manage City resources and growth in the best interests of its citizens to the extent this is feasible. This section will also address a variety of concerns about the causes and effects of urban growth raised through the citizen process.

FIGURE 5
HISTORIC AND PROJECTED EMPLOYMENT GROWTH
FOR SAN JOSE METROPOLITAN AREA



SOURCE: OBERS Projections, Regional Economic Activity in the U.S., 1972; U.S. Department of Agriculture and Commerce

FIGURE 6
TOTAL NEW DWELLING UNITS AUTHORIZED BY BUILDING PERMITS
SANTA CLARA COUNTY AND CITY OF SAN JOSE



SOURCE: INFO. #547, Santa Clara County Planning Department, June 1975; and City of San Jose Building Department Projections: City of San Jose Planning Department and Santa Clara County Planning Department

A. Effects of Past Growth

Some of the effects of past growth documented in other reports are summarized here. The common thread among these growth impacts is the differential in relative advantages between the metropolitan area and the City of San Jose. The metropolitan area, as a whole, has enjoyed a long period of economic growth and prosperity. Virtually all indicators point to this conclusion such as growth in manufacturing employment, increases in retail sales volume, personal income and bank deposits. Almost all economic analyses done by public or private agencies treat the metropolitan area as an aggregate economic unit, without investigating the conditions in the various cities. There is theoretical and technical validity to this comprehensive approach, but this level of analysis does not reveal a true picture of San Jose. The selective local analysis that has been undertaken reveals some disturbing facts about the half of the metropolitan area that San Jose represents.

1. Imbalance in Economic Development and Job Location

In the last several years, San Jose has become increasingly aware and concerned about the economic imbalance of the City. While San Jose has grown phenomenally in population in the post World War II period, many of the employment opportunities for this increased population, i.e., industrial and commercial growth, have occurred in the smaller suburban cities surrounding San Jose.

From 1965 through 1973, the population of Santa Clara County increased by 276,000. San Jose received 71 percent of this population increase but only 16% of the industrial development measured by building permit valuation. This significant difference points to the economic imbalance that exists in San Jose according to an analysis by the City's Office of Economic Development (OED).

The imbalance in economic development contributes to an imbalance in job location. The same OED analysis showed that in 1970, San Jose had over 36,000 more working residents than jobs and was, in fact, exporting labor to other communities. The primary significance of this imbalance is the lack of commercial and industrial tax base in which the exported workers are employed. The community patterns and traffic congestion are compounded by this imbalance in job location.

2. Low Assessed Valuation

Per capita assessed valuation is another measure of economic imbalance caused by the distribution of past growth. In 1972-73, San Jose had the third lowest per capita assessed valuation in the County and was lower than any major California city except Sacramento. Figure 7 shows

the comparative position of San Jose relative to other large cities in the County. In the current fiscal year, Palo Alto has a per capita assessed valuation of \$6,821, which is 126 percent greater than San Jose's \$3,016 figure. The chart shows San Jose at four different time periods falling lower each time in the ranking of assessed value per capita. The steady erosion of tax base per unit of population shows the increasing strain on the City to finance municipal services and improvements relative to most other cities in the metropolitan area.

3. Low Sales Tax Revenue

Another measure of economic imbalance is per capita sales tax revenue (Figure 8). Sales tax can be measured as a constant because each city receives the same percentage based on sales in their community. This contrasts with property tax which is not constant on a per capita revenue basis since tax rates are set individually by cities.

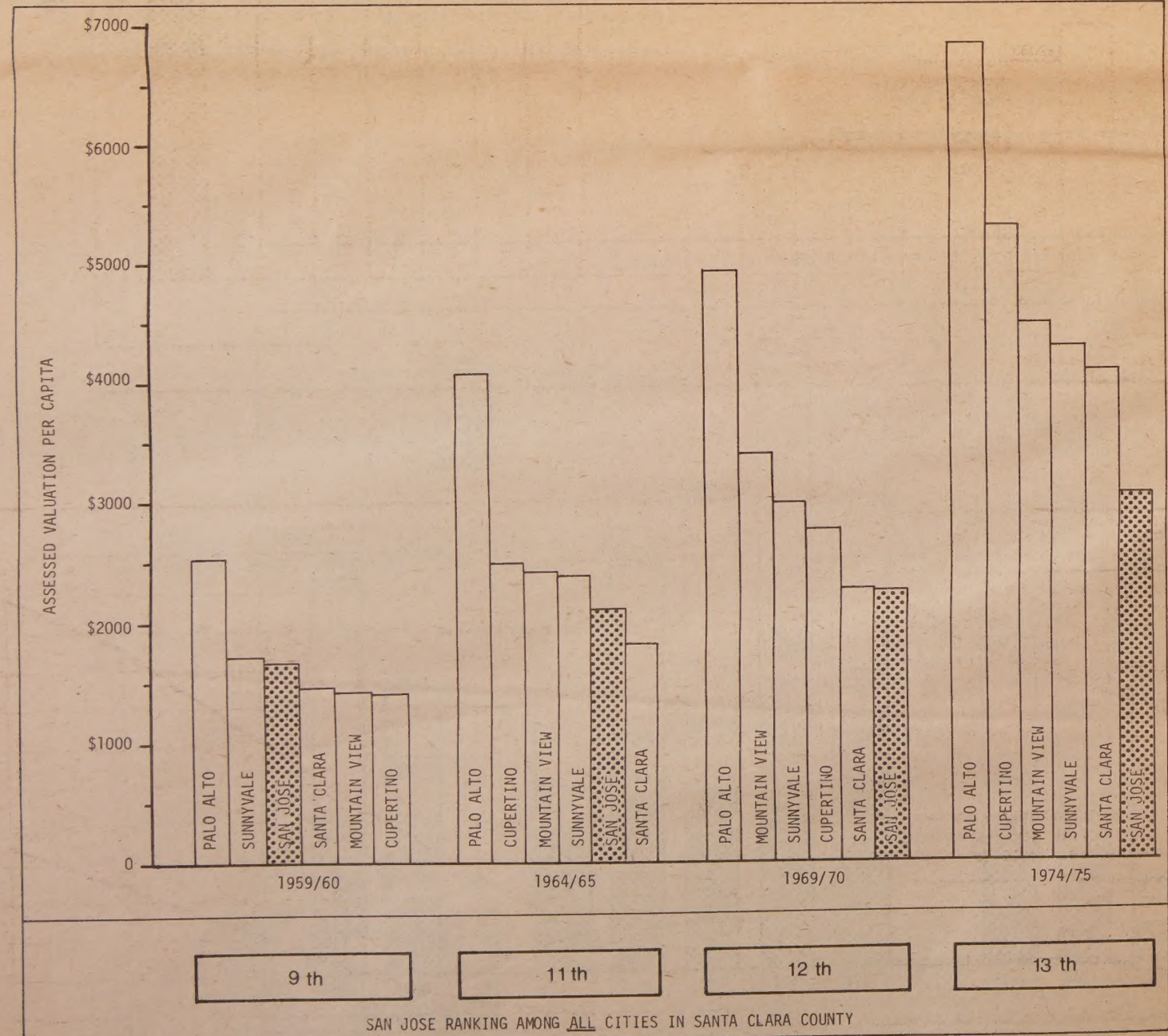
The latest figures developed by the City Finance Department indicate that San Jose's percent of total sales taxes collected in the metropolitan area dropped from 41.2% in 1960 to 37.4% in 1975. During this same period the city's ranking among other cities in the metropolitan area dropped from third to tenth place. The city's population increased 161% while the total county population only increased about 81%.

By contrast to San Jose's \$27.80 sales tax per capita in fiscal year 1974-75, the data for the following cities is revealing: Campbell, \$52.44; Cupertino, \$48.35; Mountain View, \$51.81; Palo Alto, \$59.30; and Santa Clara, \$48.76. The low ranking of San Jose in sales taxes per capita cannot be greatly improved by developing small scale neighborhood convenience shopping. Major retail centers containing large chain stores and specialty shops are the types of commercial development that attract customers from outside the immediate market area. GP '75 identifies ample commercial areas for the development of major commercial uses.

4. Conclusions

The compelling conclusion which these indicators suggest is that San Jose has not shared equitably in the benefits of metropolitan growth. Population and housing have increased disproportionately compared to jobs, tax base, retail sales. These and other economic indicators of growth are directly related to city revenue sources. The GP '75 Fiscal Analysis clearly points to the discrepancy between city expenditures needed by the large population and the revenue short-fall which is projected (Figure 9). Although area wide tax sharing proposals are under study, San Jose should take positive interim steps to improve its fiscal position.

FIGURE 7
COMPARISON OF HISTORIC PER CAPITA ASSESSED VALUATION FOR
SELECTED CITIES IN SANTA CLARA COUNTY



SOURCES: Assessed Valuation from Annual Reports of Financial Transactions Concerning Cities of California, Fiscal Years 1958-59, 1963-64, 1968-69, 1973-74.
Population from 1960 and 1970 U.S. Census and State of California Department of Finance Estimates.

The claim that growth has been a net benefit to San Jose in the past is not borne out by these facts. Certainly there have been short term benefits and disbenefits to some sectors of the economy. But no definitive study has been able to adequately determine whether growth pays for itself, particularly beyond the short term. There are simply too many local variables and jurisdictional differences that make generalized studies inadequate to deal with a specific city's situation.

Forexample, the lack of uniform definitions or standards for public services or facilities makes it impossible to determine true costs. Also, many costs (such as transportation or pollution) are externalized or spread over other levels of government.

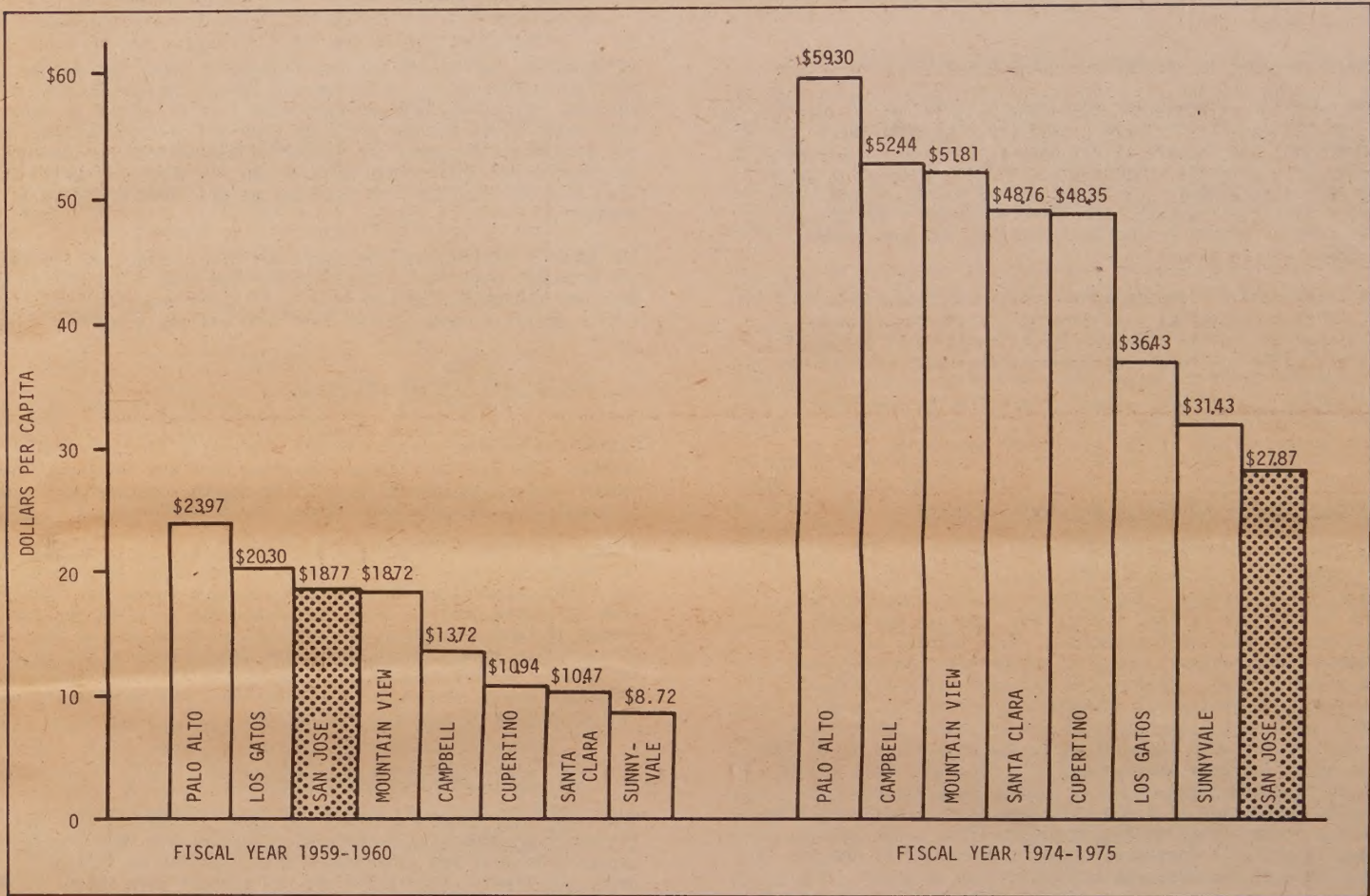
B. Current Trends and Future Projections

The careful evaluation of demographic and economic trends is an important part of the planning process. An extensive survey of planning

and research documents was conducted and compiled early in the GP '75 process. The first interim report, Background for Planning, analyzed and compared demographic and economic studies of the region, metropolitan area, and city.

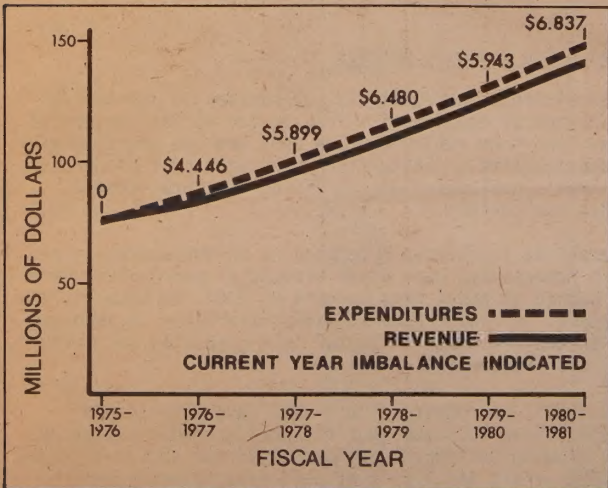
In general, these studies examine past trends and indicate the shifts and changes which are going to effect the future. For example, the regional and metropolitan area growth projections indicate a shift to lower migration rates in the future and a change to smaller household size. Over the 1960-70 period San Jose's net immigration averaged about 18,000 per year. Since 1970 average net immigration has been some 12,000 per year and a continued gradual decline is expected. The average household size has also been declining. It was 3.35 in 1970, is 3.07 today, and is projected to be about 2.7 persons per household in 1990. The decrease in fertility rates is also a significant trend affecting population growth. The natural increase in population (births minus deaths) has remained quite stable at about 6,000 persons per year in spite of the larger base population. These trends point to a definite moderation in growth rates but still represent substantial new population growth in the future (Figure 11).

FIGURE 8 PER CAPITA SALES TAX RECEIPTS
FISCAL YEARS 1959-60 AND 1974-75, SELECTED CITIES



SOURCE: Taxable Sales in California, Annual Report, State Board of Equalization

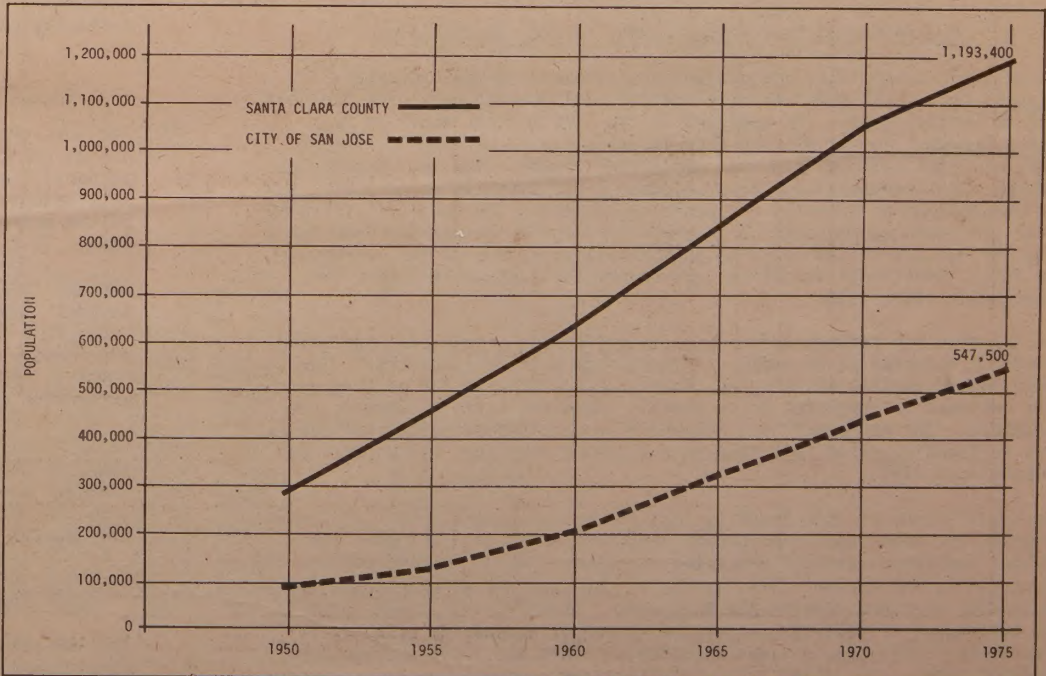
FIGURE 9 CITY OF SAN JOSE
GENERAL FUND EXPENDITURE AND REVENUE PROJECTIONS
FISCAL YEARS 1975-76 TO 1980-81



SOURCE: GENERAL PLAN FISCAL ANALYSIS, OFFICE OF ASSISTANT CITY MANAGER, CITY OF SAN JOSE, OCTOBER 1975.

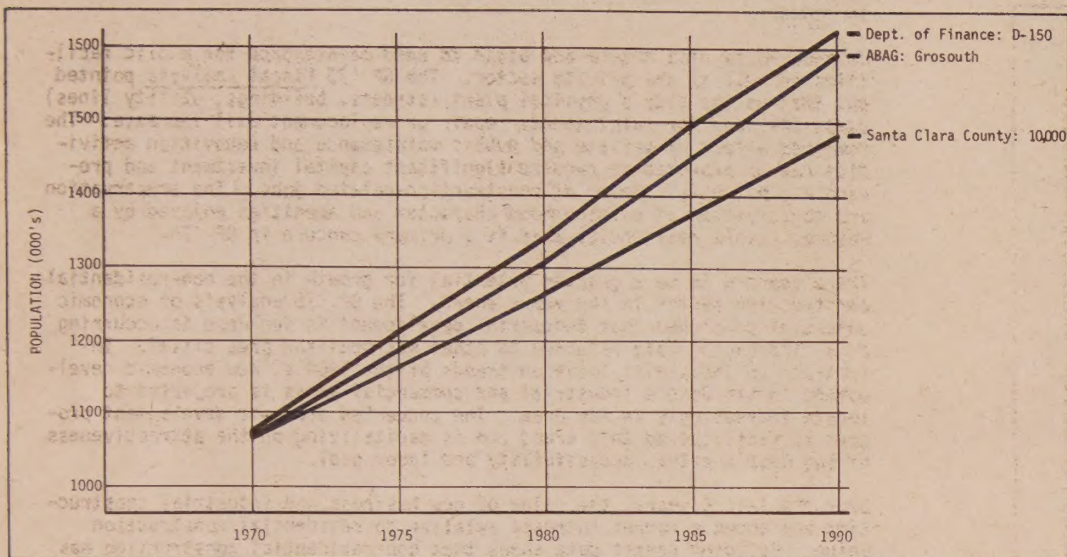
Note: These projections result in deficits for each of the succeeding five years. To the extent of each year's deficit an added revenue increment has been indicated for the following year, since the requirement of a balanced budget presumes that the previous year's imbalance would be corrected through a combination of revenue increases and expenditure reductions.

FIGURE 10 HISTORIC POPULATION GROWTH:
CITY OF SAN JOSE & SANTA CLARA COUNTY



SOURCE: U.S. Decennial Census, for April 1 of their respective years; California State Department of Finance, mid-decade estimate for March 1 of their respective years; City of San Jose, Planning Department estimate.

FIGURE 11 POPULATION-GROWTH PROJECTIONS BY SELECTED AGENCIES FOR SANTA CLARA COUNTY



SOURCE: California Department of Finance, "D-150" Projection; Association of Bay Area Governments, Series II, "Grosouth Projection"; Santa Clara Planning Department, "Trends Projection"; 1970 Population, U.S. Census.

1. Alternative Population Levels

When the city form and size alternatives were developed for GP '75 Coordinating Committee review, Planning Staff stressed that population growth is the fundamental determinant of the future character of the City. Since interpretation of trends and projections of future growth are partly scientific and partly judgmental, the Coordinating Committee and Staff jointly determined a reasonable growth level for 1975-1990. The consensus was a moderate rate of growth projecting about 795,000 population for San Jose in 1990.

This decision was reached after consideration by the Coordinating Committee of several other alternatives: a "no-growth" alternative maintaining the present population, a "high growth" alternative of 878,000 and a "maximum growth" alternative of 1,035,000 population. Each of the alternatives included the total San Jose sphere of influence population, both incorporated and unincorporated. Every alternative assumed that the unincorporated population would be annexed to San Jose by 1990. This accounts for approximately 77,000 of the total 1990 population.

2. Future Projections - Population and Dwelling Units

The various population projections compared in the Background for Planning report considered demographic factors but not the practical constraints to growth in a particular location. The moderate growth projection of 795,000 population in 1990 was refined through the land use and transportation planning process described elsewhere. Such factors as vacant land, transportation, flood control, schools, and geologic hazards were evaluated in each planning area. As a result the projection of 795,000 population was refined to approximately 789,000. The latter is a more realistic projection considering the physical and practical constraints. The population projected for 1990 over and above the annexation of 77,000 existing residents is an increase of approximately 164,000. This growth will be accommodated by development of about 79,000 new dwelling units or an average housing production of 5,300 units per year. Total dwelling units in San Jose are projected to equal 289,000 in 1990. This amount of dwelling units also reflects increases in units generated by the decrease in household size of the base population.

However, the 79,000 new dwelling units and 164,000 population projected do not represent absolute limits built into GP '75. The various dwelling unit density ranges comprising residential land use designations have a maximum potential holding capacity considerably higher. As many as 94,000 new dwelling units could be developed to house up to 271,000 population, for totals of 303,000 dwelling units and 831,000 population. The possible difference is due to varying assumptions about the actual density of new development within the planned ranges of residential density. On the other hand, the additional units could be absorbed by the projected population if household size decreased below 2.7.

3. Future Projections - Employment, Income, Retail Sales

The economic assumptions and projections compared in the Background for Planning report all indicate very healthy employment growth over the next five to fifteen years. As analyzed in the information report on San Jose's Economic Potential, the city is projected to have an increasing share of total metropolitan area employment growth. The GP '75 policies and Land Use/Transportation Diagram place great emphasis on providing for the development of industry and basic employment. The land use reflected in GP '75 would accommodate an increase of 156,000 new jobs by 1990 for a total of 309,000 in San Jose and approximately 728,000 in the metropolitan area. Additional industrial and commercial land would remain for development after 1990.

The relationship between this projected employment growth and population growth is expected to be quite different from past "multipliers." The trend toward working mothers and career households with two or more persons employed is resulting in an overall increased ratio of workers per household. The employment and household projections by United California Bank released in early 1975 show an average of more than 1.2 workers per household by 1985.

The significance of this trend is that future employment growth will not generate the same population growth pressures as in the past when the typical suburban household consisted of between three and four persons supported by one worker. This is due to the combined effect of smaller households and more workers per household. Another significant point in the UCB report is that the increasing number of households with two or more workers will mean greater disposable income and above average purchasing power.



UCB projects per capita personal income to more than double over the next ten years, increasing at an average annual rate of greater than eleven percent. Likewise, UCB projects retail sales volume to increase at a rate above eight percent annually over the next ten years. Both of these key economic indicators are projected to increase considerably more than the population growth rate between two and three percent. It is imperative that San Jose be in a position to gain from these sales volume increases.

The general explanation for these positive projections is the demographic and economic maturity of the metropolitan area. The existing population base and economic structure have sufficient magnitude and viability to exercise positive momentum for continued quality growth.

C. Social and Economic Maturity

Cities and metropolitan areas are constantly in a process of growth and change. San Jose and the metropolitan area are relatively new as urban communities. The kind of growth and change experienced has been growth in population and jobs and change from an agricultural to an urban area.

Cities and other institutions also mature and begin to grow and change in new dimensions. The 1974 review of the Urban Development Policy was the first recognition that San Jose is in a transition from rapid expansion to stable growth. This conclusion was based on the analysis of trends of land absorption for various use types and on the quantification of available land suitable for urban development in San Jose's sphere of influence. GP '75 attempts to accommodate this maturing process. As indicated above, the maturing process does not necessarily lead to population decline or economic stagnation.

1. Positive Indications of Change

There are many indicators that the City is maturing and that the transition is economically beneficial. The private redevelopment of older shopping centers and other commercial areas is an indication that market areas are firmly established and can support more intensive development. Infilling of vacant residential land takes advantage of existing facilities and close-in locations. The trend toward high rise professional and financial office development in the core area and in proximity to regional sub-centers illustrates a new type of growth, reinforcing existing land use patterns.

Demographic indicators which point toward a maturing city include the gradual decrease in the rate of in-migration and the rising importance of natural increase as a component of population increase. Economic indicators of a maturing economy include the gradual decrease in the growth rate of manufacturing employment and a shift to the trade, services and government employment sectors. These latter three sectors of employment primarily serve the needs of the metropolitan population.

2. Transitions Among Economic Sectors

The most dramatic transition economically is, of course, in the decline in the agricultural sector of employment. This is due to the conversion of Santa Clara Valley land from rural to urban uses and the creation of manufacturing job opportunities. Twenty-five years ago, over 17 percent of the metropolitan area's employment was in the agricultural sector. Today, it is less than two percent.

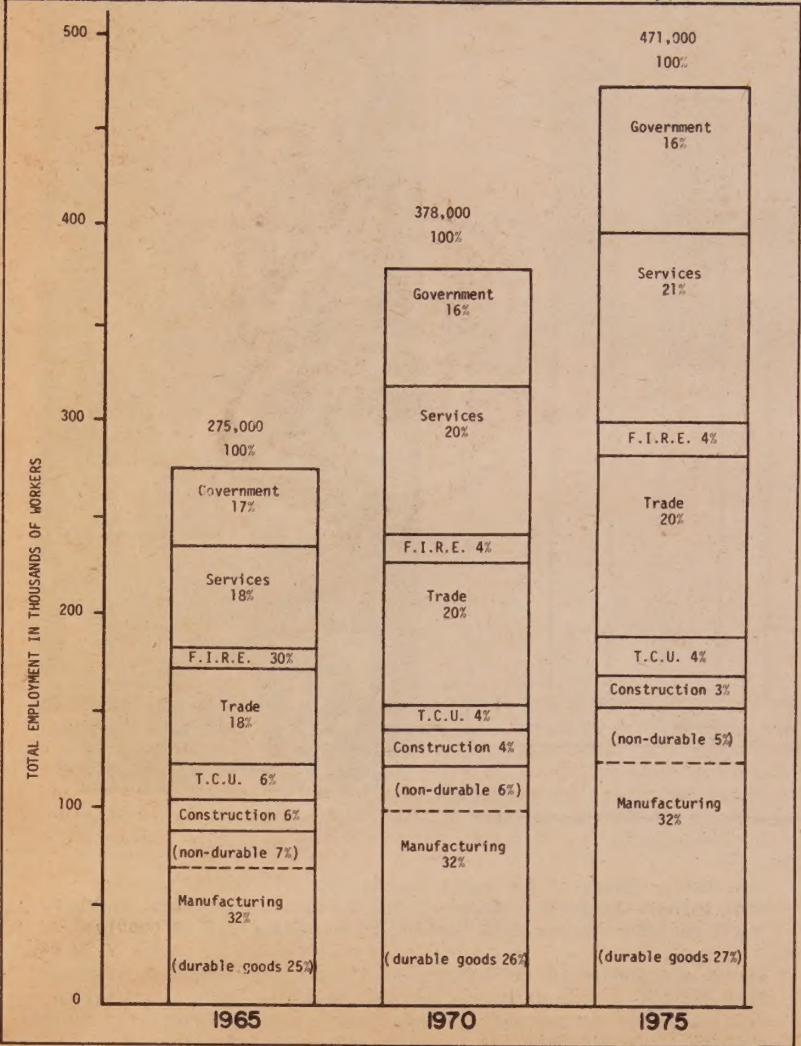
Another noteworthy economic transition occurring is in the construction sector. Construction represented over eight percent of metropolitan area employment in 1950, peaked at about nine percent in 1959 and today is approximately four percent. Although showing modest increases in absolute numbers, employment in the construction sector is a gradually declining percentage of total jobs (Figure 12).

Manufacturing employment is increasing at a slower rate than in past years. The metropolitan area is becoming a regional economic center by itself. The fastest growing employment sectors mentioned above -- trade, services and government -- are the result of past manufacturing growth and typically lag several years behind the development of basic industry.

3. Urban Development and Conservation

The UDP analysis in 1974 also indicated that the supply of land for urban development is finite. The large scale tract housing developments typical of San Jose's boom period used thousands of acres of flat, valley floor land. Such choice residential acreage is likewise finite. Therefore, it seems inevitable that the rate and type of residential construction will change.

FIGURE 12
HISTORIC EMPLOYMENT GROWTH BY INDUSTRIAL SECTOR
San Jose Metropolitan Area



SOURCE: California Employment Development Department; 1975 Estimate and 1980-85 Projections, Research and Planning Division, United California Bank.

Some change, in fact, is already evident. The rate of development is moderating, both in number of units produced and acreage absorbed annually. The mix of single-detached and multiple units has shown wide fluctuation in recent years and can be expected to remain sensitive to changing housing demands (Figure 13). Small household sizes, attractiveness of locations close to employment, shopping and amenities and increasing costs of housing and mobility in the future all point to an increase in the proportion of multiple units in new housing production. Manufactured housing is also expected to be increasingly important in the competitive detached housing market.

Conditions indicate that the home buyer overwhelmingly prefers the single family detached home. While costs of housing have rapidly increased, the broad market appeal of single family homes has not diminished. Alternatives utilizing other forms of development such as clustering and higher densities, are not achieving any major market impact in San Jose. It appears that these trends will continue, at least in the short term, resulting in the development of smaller single family homes with fewer amenities on smaller lots.

Another indicator which suggests future change in the construction sector is the dramatic increase in renovation of the existing housing stock.

Last year, the valuation of remodeling and additions to residences doubled over the previous year. This is a natural trend, for as the housing stock ages, expenditures for maintenance and rehabilitation are expected to increase.

Neighborhoods also mature and begin to need maintenance for public facilities as well as the private sector. The GP '75 Fiscal Analysis pointed out that as the city's physical plant (streets, buildings, utility lines) ages, the need for maintenance, repair or replacement will increase. The combined effect of private and public maintenance and renovation activities can be expected to require significant capital investment and provide a substantial number of construction-related jobs. The preservation and conservation of neighborhood character and amenities enjoyed by a mature, stable residential area is a primary concern in GP '75.

There appears to be a greater potential for growth in the non-residential construction sector in the years ahead. The GP '75 analysis of economic potential concluded that industrial development in San Jose is occurring at an increasing rate relative to other metropolitan area cities. In contrast to industrial location trends of the 1960's, new economic development in San Jose's industrial and commercial areas is projected to locate increasingly in San Jose. The concerted economic development program is facilitating this trend and is capitalizing on the attractiveness of San Jose's sites, accessibility and labor pool.

Over the last 5 years, the value of new business and industrial construction has shown a market increase relative to residential construction value. Building permit data shows that non-residential construction has increased from 17 to 38 percent of total permit valuation. While total permit valuation of new construction has remained fairly constant in the vicinity of \$200 million annually during this period, business and industrial construction has increased from \$36 to \$70 million (Figure 14).

4. Housing Cost and Availability

In view of the changes predicted in the construction sector and housing market, an analysis and comparison of housing costs was made. The study focused on four planning areas: Almaden, Edenvale, Evergreen, and Coyote. The study compared trends in land values both before and after 1970, when the UDP was adopted, and both inside and outside the Urban Service Area. Assessed values of a range of parcel sizes were sampled in the four planning areas.

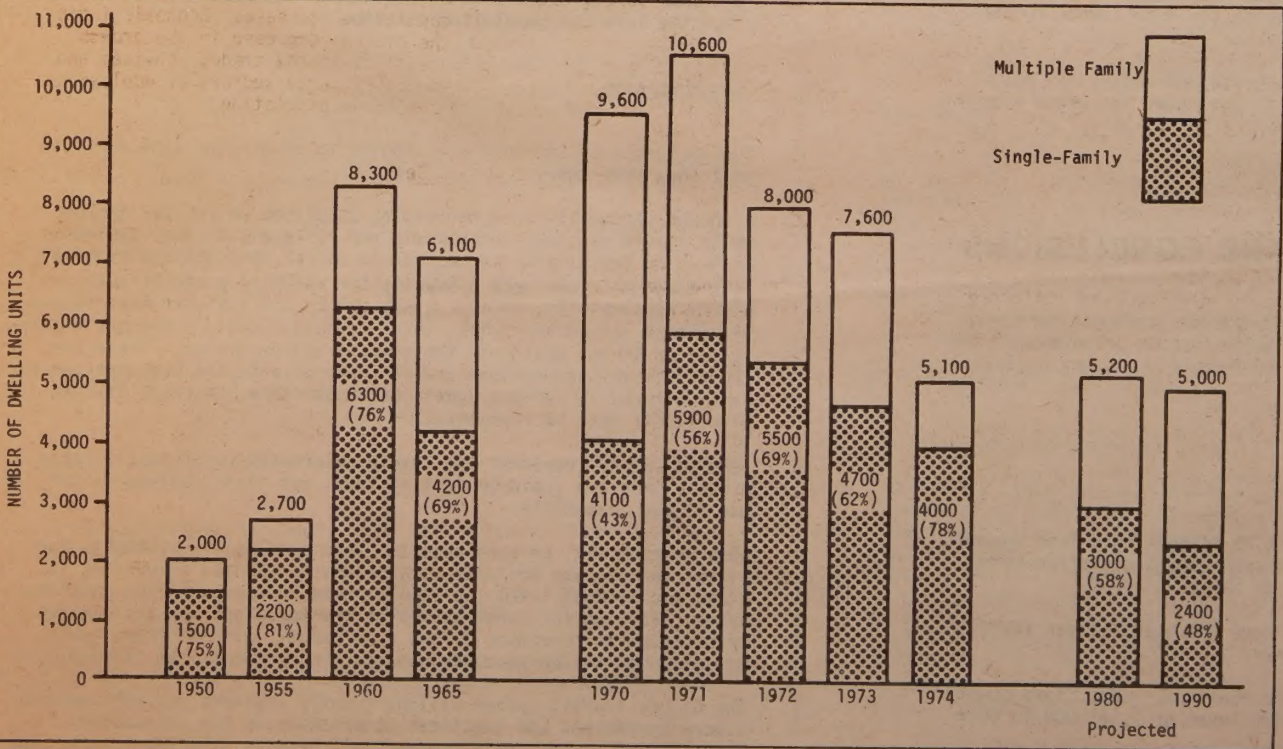
The rate of assessed value increase of the sample inside and outside the Urban Service Area is almost identical, between nine and ten percent.

In addition to the cost of land, increasing costs of financing, materials and labor have contributed to rapid increases in housing costs. The adoption of the UDP coincided with the nationwide slowdown in residential construction and concurrent increases in these other housing cost components.

It should be noted that presently three-fourths of the San Jose housing stock is single family detached units. The increasing costs of new construction due to the variety of causes responsible also generates increasing values of the existing housing stock. The individual homeowner recognizes this phenomenon as desirable appreciation of the value of his investment. For many middle income homeowners this may be the primary investment serving as a hedge against inflation. In general, the majority of the population probably has a positive view toward the increasing appreciation of housing values.

Despite the high cost of both new and existing housing units, the market for single family detached housing is quite strong. This presents a difficult choice for GP '75 decisions on land use and housing mix over a long term planning horizon. One alternative would be to maintain the mix of single and multiple-density areas shown in previous plans, concentrating higher densities in the locations with superior access to employment, public facilities, shopping and similar intensive uses. This alternative would achieve greater holding capacity in the plan for future growth, use land efficiently, and provide a broader range of price and housing type. This alternative would anticipate the increase in future demand for multiple units based on population characteristics described above. GP '75 recommends this first alternative.

FIGURE 13
SINGLE-FAMILY/MULTIPLE-FAMILY DWELLING UNIT MIX OF TOTAL NEW DWELLING UNITS AUTHORIZED BY BUILDING PERMITS
SAN JOSE, CALIFORNIA



SOURCE: Building Permits from City of San Jose, Building Department
Projections: City of San Jose Planning Department and Santa Clara County Planning Department

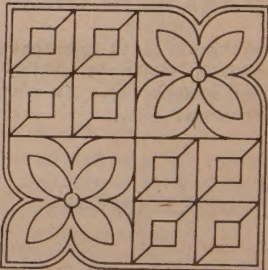
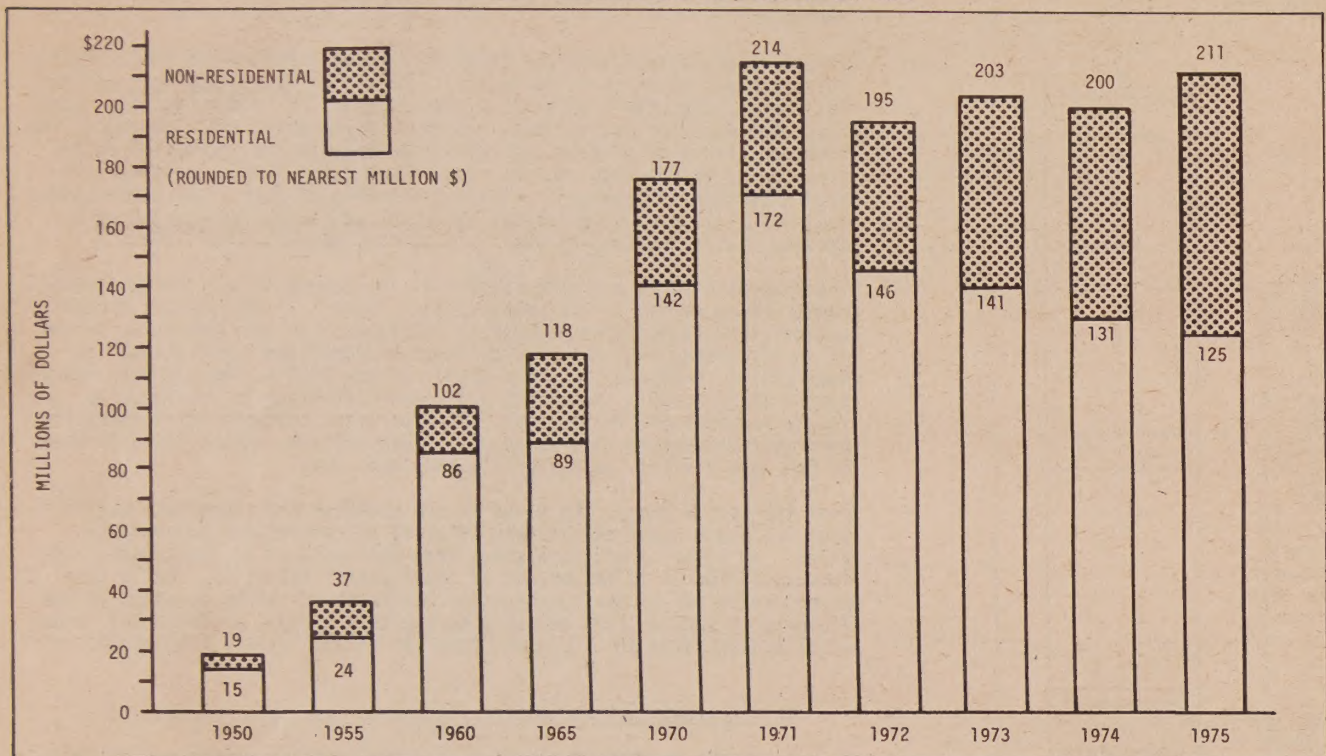


FIGURE 14 BUILDING PERMIT VALUATION OF NEW CONSTRUCTION: RESIDENTIAL AND NON-RESIDENTIAL, CITY OF SAN JOSE



SOURCE: City of San Jose Building Department, Building Permit Report



The other alternative is to allow the remaining residential to build out in response to the short-term market demand, predominantly single-family detached housing. This approach has several drawbacks. Development of remaining residential lands at lower densities across the board would lower the holding capacity of the city. The planned 1990 level of population could not be housed. Also, the choices of price range and housing type would be restricted if only single family units were planned. GP '75 assumes an obligation to maintain broad choices in the price range and variety of housing.

D. Conclusions

The following conclusions demonstrate that the demographic and economic factors incorporated in GP '75 are adequately reflected in the growth projections and land use proposals.

- GP '75 accounts for continued population growth, economic growth, and urban development.
- GP '75, in general, reflects current trends, is compatible with projections of other agencies and organizations, and is consistent with major existing city policies.
- GP '75 addresses the serious inequities and imbalance in past metropolitan area growth and development. San Jose residents have borne the brunt of the impact of population increase caused by metropolitan area economic growth.
- The limited population holding capacity of the north county area has not limited economic development. Therefore, limited population holding capacity in San Jose would not limit economic development in San Jose or in the metropolitan area. Responsibilities for housing and serving the urban population must be equitably shared by all communities in the metropolitan area and region.
- The metropolitan area is undergoing a transition to social and economic maturity which is mitigating the dependency on growth for continued prosperity. In most aspects San Jose stands to benefit from this maturity.
- GP '75 provides for new development to house and employ new population and households projected. GP '75 continues the broad housing mix both in types and prices.

VII. BASIC ASSUMPTIONS AND CONCLUSIONS

The assumptions and conclusions summarized below had a direct influence on the goals, policies, and land use and transportation proposals of the Plan. They are listed here to facilitate understanding of why certain proposals have been made.

A. Population

1. City and County population growth will be increasingly less dependent on in-migration, with natural increase and in-migration being generally equal components of growth by 1990.
2. Birth rates will continue to decline over the next fifteen years, as will the rate of population increase.
3. If migration and fertility rate trends continue, Santa Clara County population could increase from its 1975 level of 1,191,000 to over 1,590,000 in 1990.

4. San Jose's Sphere of Influence population will constitute an increasingly large percentage of total County population, increasing from approximately 45% in 1975 to approximately 49% in 1990.
5. San Jose's Sphere of Influence population is projected to increase from 625,000 to approximately 789,000 in 1990. Such a population level could be accommodated without significantly increasing overall density of development and in consonance with the City's fiscal constraints and policies related to economic development and environmental safety.

B. Income

1. The national economy will experience continued growth without major or long-term recessions.
2. Santa Clara County household income, which is one of the highest among metropolitan areas in the nation, will maintain a high rate of growth over the next fifteen years.

C. Employment

1. The economy of Santa Clara County and of the City will remain strong and continue to expand, though not as rapidly as in the previous decade.
2. Employment in the manufacture of durable goods, in services and in trade is expected to experience the strongest growth; however, manufacturing employment is increasing at a slower rate than in past years.
3. San Jose will increase its share of countywide employment growth and is projected to absorb up to 70% of all new jobs in the County.
4. Unless employment growth in San Jose largely relies upon the existing labor force, additional in-migration might be induced, and the projected level of population exceeded.

D. Transportation

1. The residents of San Jose will desire to retain the same mobility that they have today.
2. Although there will be a decreasing supply of petroleum, improvements in vehicle fuel consumption and alternative power systems will allow essentially unconstrained use of the automobile and bus. This assumption was made primarily for modeling purposes. If energy availability, cost or other automobile disincentives reduce the actual demand for trips, this assumption would represent a safety factor in the design of the transportation system. These are two of the key assumptions and if these or any other assumptions are later altered to reflect additional data, then the basis for the plan itself must be reassessed.
3. Federal, State, regional and county governments will increasingly promote mass and rapid transit systems, and disincentives to the use of the automobile.
4. Less revenue will be available to State and local governments for street and highway projects as a result of changed priorities at State and Federal level, as well as reduced revenues from gasoline taxes. Funding for construction of the Guadalupe and West Valley transportation corridors is not a certainty; without them, implementation of the proposed transportation system may be jeopardized.
5. The County transit system will be greatly expanded and will provide a more convenient and practical alternative to the automobile. Transit development and patronage will benefit directly from higher levels of funding and indirectly from air quality regulations, increased traffic congestion, and increased cost/decreased availability of gasoline.

- 6. Energy supply and demand impacts will become more explicit considerations in land use decisionmaking.
- 7. Energy availability in conjunction with other disincentives to automobile usage and increasing cost of new housing, will increase the demand for existing, more centrally located housing.
- 8. The availability and adequacy of public facilities and services (including transportation) will increase in importance as a determinant of the timing and location of development.



SHAPING THE FUTURE

I. GOALS AND POLICIES

Goals and policies are an integral part of this General Plan. The entire document comprises the General Plan and the descriptive information is necessary for a full and complete understanding. It is the Goals, Policies and Land Use/Transportation Diagram, however, which are the real essence of the General Plan. In a few cases, the policies are designed to provide flexibility, defining circumstances under which a land use or density other than designated on the Land Use/Transportation Diagram might be allowed. There are other policies (primarily related to natural hazards) which would have the effect of limiting the application of the designated land use or density.

Each major section of Goals and Policies is preceded by an introductory narrative which is intended to provide a frame of reference for the goal and policy statements which follow. This information is supplemented, in many cases, in the Appendicies.

The Goals and Policies below may be amplified by the development of more definitive standards designed to implement them. Such standards would be in addition to those now contained in this Plan to further implement the Goals and Policies for transportation, access, flood protection, soil stability, prevention and/or mitigation of geologic hazards, drainage, sewers, water, sewage treatment, public utilities, and public services and facilities. As such time as this has occurred, the City shall permit urban development of property, which lies within an area for which such standards have been adopted, only if the development would not thwart, be inconsistent with, and would meet and satisfy the intent of the standards for the area as a whole.

A. City Concept

These goals and policies have in common a concern with the quality of life, and the liveability of San Jose. They are directed toward making San Jose a "recognizable" distinct place which is "complete" in terms of providing a wide variety of opportunities for living, working, and for recreation.

The concept of "neighborhood identity" as distinct from community (city-wide) identity is difficult to precisely define. A "neighborhood" may be as much an idea as a place. The more tangible aspects of neighborhood include such things as dominant physical barriers (freeways, major streets, rivers), the attendance area of elementary schools, and the market area of neighborhood shopping centers. Neighborhoods can vary greatly in size, and they vary in the extent to which those residing within them have a common perception of living in a distinct place. As used in this plan the term "neighborhood" refers only to urban residential areas with urban levels of population, development, and municipal services:

1. Urban Conservation

GOAL: Preserve and improve the existing quality of life and create a stable, mature community.

SUB-GOALS:

- 1. Encourage an environment that puts the highest value on people.
- 2. Encourage new development which enhances the desirable qualities of existing neighborhoods and community areas.
- 3. Measure progress towards achieving City goals in terms of resource conservation and quality of life, rather than rapidity of growth.

2. Community Identity

GOAL: Improve the sense of identity in San Jose.

SUB-GOALS:

- 1. Encourage the development of a more compact, cohesive pattern of urbanization with definite, identifiable boundaries that more readily create a sense of community identity.
- 2. Encourage all residents to take part in local government decision-making.
- 3. Promote opportunities for social interaction among residents of the City.
- 4. Establish a strong core area policy re-creating the downtown Core Area as a major focal point for the identity of San Jose.
- 5. Improve public awareness of land use and other decision-making processes through informative, descriptive and timely publications of City governmental events and meetings.

POLICIES:

- 1. Boundaries of planning areas shall encompass identifiable cultural and geographic communities and land use clusters, as much as possible.

- 2. Boundaries of special districts and administrative areas shall reflect planning area identity as much as possible.

3. Neighborhood Identity

GOAL: Develop and improve the sense of neighborhood identity in San Jose.

POLICIES:

- 1. Neighborhoods and neighborhood groups shall have input to the decision-making process in City government in order to implement the goals and policies of the General Plan.
- 2. City services and facilities shall be equitably distributed throughout the community, consistent with the Urban Development Policy and Urban Service Programs.
- 3. Public and private development shall be designed to improve the character of existing neighborhoods; factors that cause instability or create urban barriers shall be discouraged or removed.
- 4. Neighborhoods shall include places for interaction among residents; parks, community centers, schools, commercial areas, churches, and other gathering points.

4. Balanced Community

GOAL: Develop balanced neighborhoods for the entire community in terms of land use distribution and densities, housing types and styles, job opportunities and social-economic characteristics.

POLICIES:

- 1. Varied residential densities, housing types and styles shall be equitably and appropriately distributed throughout the community and integrated with employment centers and transportation systems.
- 2. Positive actions shall be taken to insure a social, economic and housing mix within each planning area.
- 3. Health, educational and other human services resources in the community shall be so distributed as to provide needed access by residents, maximum functional integration of land uses, and positive contributions to the life of the community and neighborhood served.

Future development must continue to provide good access to sufficient health and social services. It is important that these services develop in ways that will contribute positively to the neighborhoods in which they are located and to the life of the City as a whole.

- 4. Business and industry shall be encouraged which provide job opportunities for all members of the community's work force.
- 5. The mixture of residential, commercial and industrial land uses shall be controlled to achieve a balanced distribution of land resources based on the planned population for 1990.

5. Impacts of City Concept Policies

The commitment to place the highest value on people and to encourage citizen participation in government, has potential beneficial impacts on San Jose residents through the enhancement of the quality of life resulting therefrom. Alternatives which would erase this commitment would cause deterioration of the present quality, with attendant long term negative environmental impacts on the City's identity, and the sense of neighborhood.

Too autocratic an application of policies may have an adverse impact on the City's residents, who are the intended beneficiaries of these policies.

B. Environmental Management

1. Natural Resources

The natural resource goals and policies of this General Plan are predicated on the proposition that natural resources are not inexhaustible commodities to be exploited, but are valuable assets to be judiciously used and wisely managed for the benefit of present and future generations. Urban growth in San Jose places continued stress on the area's natural resources including those of land, water, vegetation, animal life, and air. The misuse or overuse of some natural resources can have repercussive effects beyond just the possible loss of the particular resource, such as when the destruction of hillside vegetation not only diminishes replenishment of underground water supplies but also increases the potential for flooding.

The City's basic intent is to balance conservation and land use, so as to maximize the achievement of environmental, economic and social needs. The resources briefly described below are discussed in greater detail in the Conservation and Open Space Appendicies, and most are depicted on the Natural Resources Map.

Woodlands, rangelands, and wildlands are important as vegetative cover which they provide for the hillsides surrounding the valley floor. This vegetative cover provides for grazing land and wildlife habitat and facilitates the capture and subsequent percolation of rainwater. These areas also have direct scenic value. Woodlands and rangelands are susceptible to damage from inappropriate agricultural uses and practices, as well as from urban development and need to be protected from erosion and fire hazard.

Agricultural lands are of direct value for the agricultural production which they support, and of indirect benefit from the enhancement of air quality through the plant respiration cycle and through preventing the intrusion of additional sources of air pollution. Prime soils are soils which have the ability to produce common cultivated crops without deterioration over a long period of time, have qualities which require relatively few amendments, and require less agricultural management than other soils. They are of particular value for agricultural use and play an important role in aquifer recharge. Prime soils are so prevalent on the valley floor that most of San Jose has been built on prime soils and the majority of the remaining undeveloped land are prime soils. Preservation of all prime soil land would mean a virtual halt to urbanization and is not a reasonable goal. Agricultural lands on the valley floor tend to coincide with the location of prime soils. Some hillside areas are used for agricultural purposes and are not of "prime" quality. The City's efforts should be directed toward selectively preserving such areas, primarily where urbanization has neither yet taken place nor is programmed to occur within the time frame of this General Plan.

Mineral resources of the valley, such as cement, sand, gravel, crushed rock, clay, and limestone have contributed to the construction industry by providing building materials. Santa Clara County has also supplied over 40 percent of the nation's mercury since 1858. Nearly all the mines are within San Jose's sphere of influence. Areas suitable for the extraction of these resources are found only in limited locations within the City and County and need to be protected from encroachment of incompatible land uses.

Water resources are of concern to the City from the standpoint of the adequacy of both supply and quality. The water resource system which serves the City consists of watershed lands, underground aquifers, reservoirs, canals, streams, rivers and creeks, water recharge areas, and water importation. Water is a finite resource and water resources should be utilized to the fullest extent practicable in order for the City to be secure as to the adequacy of supplies, to limit the dependence on external sources of supply, and to avoid the overdrafting of underground water basins with the resultant effect of land subsidence. The manner in which man's activities are conducted can affect the quality and supply of water. Urbanization both reduces the permeable land surface, resulting in less rainfall finding its way into the underground water basins, and increases the man-made pollutants which find their way through the storm drainage system into rivers and streams.

The Bay and the baylands provide food, shelter, and nesting grounds for bay life. The water surfaces of the Bay make an important contribution to the mild climate of this area. Reduction of the surface area raises air temperatures and reduces winds. It also reduces water circulation in the South Bay, decreasing the capacity to flush pollutants from the Bay. The resource function of the Bay can also be jeopardized by dredging activity, which adversely affects bayland habitats.

Marine and wildlife and their habitats are of benefit to man for their food, recreation, research, and intrinsic environmental value. Thousands of people fish, hunt, or simply observe the fish and wildlife of Santa Clara County. The major marine and wildlife habitats are the Bay and

the baylands, the streams and their surrounding riparian vegetation, and the mountainous areas surrounding the valley. Each species of wildlife is adapted to and dependent for its survival upon a particular set or range of habitat conditions. If marine and wildlife species are to be preserved, there must continue to be natural areas where they can find refuge and meet their other survival needs.

Air Quality. Clean air is a valuable resource very much to be protected and preserved. Air which has been polluted, such as by automobile and industrial emissions, is not only harmful to human health but causes damage to property and plant and animal life as well. The people of San Jose are exposed more often and to higher levels of air pollution than any other area within the Bay Area save the Livermore Valley. This is the result of topographic features, prevailing wind patterns, and climatic conditions which often makes San Jose a repository for air pollution generated elsewhere. The City's efforts need to be directed toward restoring air quality to a more healthful level. (See Figure 15).



Scenic Routes. Access to the City's scenic resources (such as pastoral rural areas, parklands, urban plazas) can be both physical and visual. Public thoroughfares can, in themselves, be part of the City's scenic resources. Well designed and attractively landscaped roadways and bikeways can make travel a pleasant experience for its own sake, as well as provide access to scenic areas. The control of land uses within the corridors along some of these scenic access routes can preserve immediate scenic qualities and enrich distant views. This General Plan establishes "Scenic Routes" which are depicted on the Scenic Routes Plan Map (legally a part of the Plan, and on file in the Planning Department). Scenic routes include "Scenic Roads" -- public thoroughfares which pass through or adjacent to an area of scenic value, "Scenic Corridors" -- the scenic road plus the immediately visible land area on either side subject to special land use controls, and "Scenic Connectors" -- public thoroughfares used to connect or provide continuity between Scenic Corridors.

GENERAL GOAL: Conserve and make prudent use of natural resources within San Jose's sphere of influence for man's environmental and economic needs.

a. Woodlands, Rangelands and Wildlands

GOAL: Recognize the critical ecological and scenic characteristics of rangelands, woodlands and wildlands, and protect them from those effects of agricultural use and urban development which may be harmful.

POLICIES:

1. Public access to wooded areas, rangelands and wildlands, when allowed, shall be consistent with the natural capacity of the land.
2. The use of motorized off-road vehicles shall be limited and strictly regulated in woodlands, rangelands and wildlands.
3. The City shall cooperate with other agencies in the preservation of hillside vegetation and in the control of rangeland grazing, and shall strictly enforce grading regulations governing the removal of natural vegetation and rearrangement of soils.
4. Encouragement shall be given to appropriate forestation and replanting projects in hillside areas.

b. Agricultural Lands and Prime Soils

GOAL: Preserve agricultural lands for agricultural and non-urban uses.

POLICIES:

1. Williamson Act contracts and other forms of property tax relief shall be encouraged on agricultural lands in non-urban areas. (See also Industrial Land Use policy 7.)
2. The City shall aggressively advocate and seek property tax reform for the purpose of encouraging the continuation of agricultural land uses in non-urban areas.
3. The City shall support meaningful legislation which would allow the establishment of a countywide or statewide funding source for agricultural preservation techniques such as the purchase of development rights, agricultural easements, land in fee, and purchase-leaseback arrangements.
4. Appropriate agricultural uses shall be encouraged in hillside areas.
5. Methods of reducing the cost of water for agricultural uses shall be encouraged, including differential use rates, special distribution systems, and utilization of recycled or minimum-quality water. The City shall strive to preserve agricultural lands and prime soils in non-urban areas to retain the aquifer recharge capacity of these lands.

c. Mineral Resources

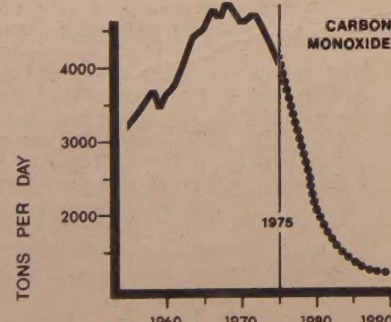
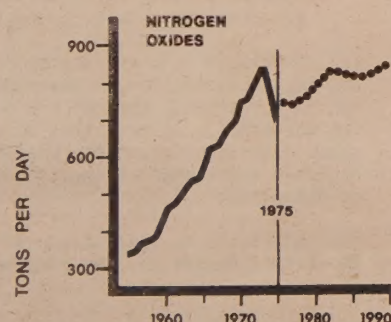
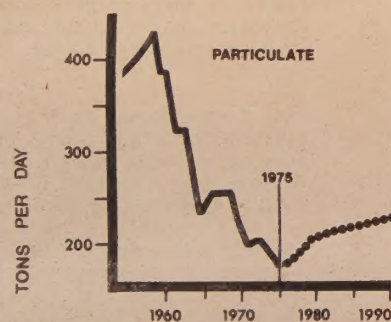
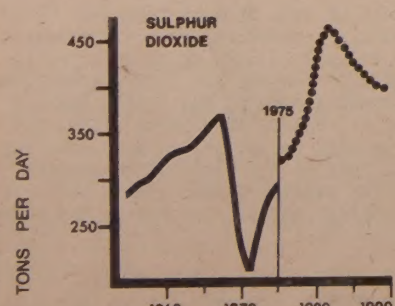
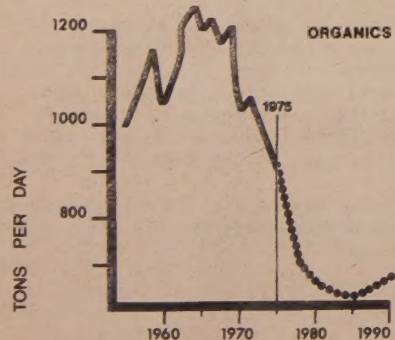
GOAL: Preserve and make judicious use of lands containing economically usable mineral resources.

FIGURE 15

TRENDS IN AIR POLLUTION EMISSIONS

San Francisco Bay Area

— HISTORIC TRENDS
••••• PROJECTED TRENDS



SOURCE: Bay Area Air Pollution Control District

- POLICIES:

 - The mining of economically usable mineral resources, including sand and gravel, shall be carefully regulated.
 - Lands used for mining shall be appropriately restored following completion of such activity.

d. Water Resources

GOAL: Recognize and protect water resources as vital to the ecological and economic health of the region and recognize that the use of water is only part of the total water cycle.

POLICIES:

 - The City, in cooperation with the Santa Clara Valley Water District, shall restrict or carefully regulate public and private development in watershed areas, especially those areas critical for effective functioning of reservoirs, ponds, and streams, and the prevention of unnecessary or excessive siltation.
 - Water resources shall be utilized in a manner which does not deplete the supply of surface or ground water.
 - The City shall support appropriate agencies in exploring the costs and benefits of all possible methods of water supply including water importation and water reuse.
 - The City shall encourage the Santa Clara Valley Water District to provide public access and recreational uses on water related lands consistent with water quality considerations.
 - The City shall continue upgrading its sewage treatment facilities, as necessary, to meet regional water quality standards.
 - The City shall not permit urban development to occur in areas not served by an appropriate sanitary sewer system.
 - The City shall protect groundwater recharge areas including creeks and creeksides from urban encroachment through zoning regulations and other appropriate measures.
 - Where creek and stream water quality is threatened by contamination from storm drain waters or industrial wastes, measures shall be taken to prevent such pollution.
 - The City shall encourage water reclamation and recycling of water resources.

e. The Bay and Baylands

GOAL: Preserve and restore natural characteristics of the Bay and adjacent lands, and recognize the role of Bay vegetation and water area in maintaining favorable climate, air and water quality.

The Bay and adjacent lands are defined, for the purpose of this plan, as that Bay water area and strip of land extending 1,000 feet inland from the mean high tide.

POLICIES:

 - The Baylands shall be used for existing urban activity, saltponds, wildlife refuges, and recreational purposes consistent with the natural capacity of the land.
 - Review and approval of urban development in the Baylands shall give special consideration to the ecologic hazards of such development. (See also Natural Hazards policies).
 - The City shall cooperate with the County, and other appropriate jurisdictions, to discourage new filling or dredging of Bay waters, salt ponds and marsh lands.
 - The City, in cooperation with other appropriate agencies, shall examine the possibility of opening abandoned Bay saltponds to tidal action.
 - Use of the "Williamson Act" including provision for public access, hiking, and bicycling shall be encouraged in the Baylands.

f. Marine and Wildlife Resources

GOAL: Protect and restore areas of special marine and wildlife habitation, particularly those containing endangered species, as living research and recreational resources, and as indispensable parts of man's total environment.

POLICIES:

 - The City shall encourage expansion of the National Wildlife Refuge in South San Francisco Bay.
 - Nature preserves should be set aside in Bay marshes, streamsides, streambed, and hillside areas to protect habitats of essential, rare and endangered species of plants and animals, and to provide primitive areas for educational and research purposes.
 - Recreational uses in wildlife refuges and nature preserves shall be limited to those activities which are conservation oriented, such as hiking or horseback riding.

g. Air Quality

GOAL: Restore air quality to a more healthful level in the San Jose area.

POLICIES:

 - The City shall determine the impact of new and existing development on air quality, and establish and enforce appropriate land use and other regulations to mitigate air quality problems.
 - Construction and improvement of public transportation services and facilities shall be promoted especially where air quality improvements can be projected.
 - The City shall urge effective regulation of those sources of air pollution both inside and outside of San Jose, which affect the City's air quality.
- The City shall encourage programs of education regarding air pollution problems and means of alleviating such problems.

h. Scenic Routes

GOAL: Preserve and enhance the scenic resources of San Jose and its environs, and provide a system of scenic routes to harmonize with and enrich the quality of such resources.

POLICIES:

 - Scenic corridors shall be established with the intent of protecting attractive natural and man-made qualities adjacent to various streets and roads throughout San Jose.
 - Landscaping shall be used in scenic corridors to frame distant scenic views and to screen unsightly land uses.
 - Mature stands of trees, rock outcroppings, edges of streams, lakes and reservoirs and other such natural features within or adjacent to designated scenic corridors shall be protected.
 - Streambeds and modified flood plains shall be included or developed as parts of scenic corridors, wherever possible.
 - The City shall regulate development with the aim of preserving significant views of the valley and mountains especially those in or adjacent to the Diablo Range, Yerba Buena Hills, Santa Teresa Hills, and Santa Cruz Mountains.
 - Any development along major highways entering the City shall be regulated to provide attractive approaches to the City.
 - The planning of scenic corridors shall be coordinated with and maximize access to public parks, recreation areas, bike trails, cultural attractions, and other related public developments.
 - Scenic connector routes shall be designed to reinforce and extend the continuity of the total scenic routes system.
 - Design for scenic routes shall involve curvilinear street patterns with a minimum of cuts and fills, and an avoidance of long tangents consistent with roadway safety considerations.
 - Road construction shall involve a minimum of removal or disturbance of natural flora and fauna and appropriate restoration where removal occurs.
 - Billboards and other outdoor advertising within scenic corridors shall be strictly regulated.

2. Natural Hazards

Within San Jose's sphere of influence are many areas subject to varying degrees of hazard from conditions of nature. Some of these areas are presently developed; others will be developed in the near future. Historically, as developable land becomes scarce, there is increased pressure to develop vacant land with a greater hazard potential. Development in hazardous areas, however, can result in loss of life and significant property damage, as well as significant cost to the community. The purpose of the Natural Hazards goals and policies is to include safety considerations in the City's planning and decision-making processes in order to reduce loss of life, injuries, damage to property, and economic and social dislocation resulting from the occurrence of natural hazards (recognizing that man's activities can abet in, or "trigger" the occurrence of natural hazards).

Natural hazards obviously represent risk to the community. Since it is not possible to eliminate all risk to life and property, the City must decide, based on social and economic costs and benefits, the degree of risk it is willing to accept for various hazards.

The determination of acceptable risk is applicable both to future planning decisions and to the valuation of risks associated with existing buildings and land uses. High risks in existing structures may be lowered to an acceptable level by physical alternation, relocation or demolition, or by a change in use. With regard to new development, the main emphasis of the General Plan policies is to regulate new construction so as to minimize identifiable risk. The level of risk for one particular hazard--earthquakes, which the City considers acceptable, varies for different land uses and structural types. Figure 16 relates the level of acceptable exposure to risk to various land uses.

There are several kinds of natural hazards of concern to San Jose. These hazards are described in considerable detail in the Safety and Seismic Appendices, as well as the City's Geotechnical Report which is referenced in those appendices. These hazards are delineated on the maps which are a part of the Geotechnical Report. The general location of several of the hazards is also delineated on the Natural Hazards Map.

Hazards related to soil and geologic conditions include erosion, landslides, and expansive soils (subject to alternate shrink and swell behavior) which are most prevalent in hillside areas, weak soils (subject to failure) which are most prevalent in the baylands and along streambeds, and land subsidence which has historically occurred throughout the Valley, but especially in the Central and Alviso areas of the City. There are several specific hazards related to earthquakes. They include the more common surface rupture and groundshaking, as well as seismically triggered landslides and ground failure. Flooding is also a significant hazard in Santa Clara Valley which has a history of flooding though not of a catastrophic scale. The final hazard category is fire - both wildland and urban fires. Wildland fires are not only a hazard in themselves but indirectly contribute to the incidence of erosion, mudslides, and flooding by denuding hillsides of their vegetative cover.

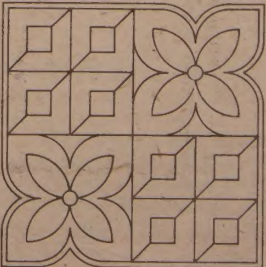
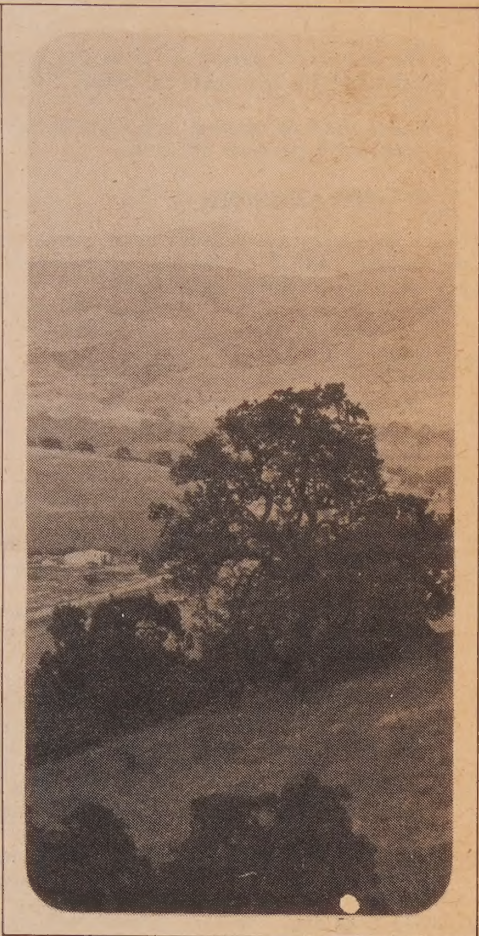


FIGURE 16
ACCEPTABLE EXPOSURE TO RISK RELATED TO VARIOUS LAND USES

Land uses and structural types are arranged below according to the level of exposure to acceptable risk appropriate to each group; i.e., the lowest level of exposure to acceptable risk should be allowed for Group 1 and the highest level of exposure to acceptable risk for Group 7.

LEVEL OF ACCEPTABLE EXPOSURE TO RISK	LAND USE GROUPS
EXTREMELY LOW	Group 1: o Vulnerable structures, the failure of which might be catastrophic -- such as nuclear reactors, large dams, and plants manufacturing or storing explosives or toxic materials.
	Group 2: o Vital public utility facilities, such as electric transmission interties (500 KV), network ties (230 KV), and substations, regional water supply distribution facilities, such as aqueducts and valley pipelines, treatment plants and pumping stations; and gas transmission mains.
LOW	Group 3: o Major communication and transportation facilities, such as airports, telephone lines and terminals, bridges, tunnels, freeways and overpasses, and evacuation routes. o Water Retention Structures such as small dams and levees, and sanitary land fills. o Emergency facilities, such as hospitals, fire and police stations, ambulance services, and post-earthquake aid stations.
	Group 4: o Involuntary occupancy facilities, such as convalescent and nursing homes, schools and prisons. o High occupancy buildings, such as theaters, arenas, large office buildings and hotels, and large apartment buildings or complexes.
MODERATELY LOW	Group 5: o Public utility facilities, such as metropolitan feeder electric transmission routes (60 and 115 KV), water supply turnout lines, and sewage lines. o Facilities which are of major importance to the local economy.
ORDINARY RISK LEVEL	Group 6: o Minor transportation facilities, such as arterials and parkways. o Low to moderate occupancy buildings, such as single-family residences, small apartment buildings, motels, and small commercial/office/professional light industrial buildings.
	Group 7: o Very low occupancy building such as warehouses, storage areas, and farm structures. o Open space and recreation areas, farm lands, and wildlife areas.

SOURCE: Joint Committee on Seismic Safety of the California Legislature.



GENERAL GOAL: Strive to reduce to a minimum potential loss of life, human suffering and property damage resulting from sudden natural catastrophes, and inexorable natural processes; and recognize the unique nature of each hazard's threat to community safety.

GENERAL POLICIES:

1. The City shall not permit urban development in those areas where such development would constitute a significant potential danger to the health, safety, and welfare of the residents.
2. Low levels of "acceptable exposure to risk" shall be established for land uses and structures in which failure would be catastrophic, which are required during emergencies, or which involve involuntary or high human occupancy.
3. Risks from natural hazards shall be reduced as much as possible in areas where human activity is necessary or already exists, and where the natural and man-made environment can be safely integrated.
4. Preventative measures for known natural hazards shall be taken simultaneously with new development.
5. Site-specific information on natural hazards shall be required for proposed new development and where identified hazards preclude safe human interaction, development shall yield to natural processes.
6. Provision shall be made for the continuation of essential emergency public services during natural catastrophes.
7. The City shall promote an awareness and caution among San Jose residents regarding possible natural hazards including soil conditions, earthquakes, flooding, and fire hazards.

a. Soil and Geologic Conditions

GOAL: Seek to avoid or minimize the community hazards of soil erosion, weak or expansive soils or geologic instability by reducing land alteration, specifying appropriate development location or restrictions, and through application of appropriate design and engineering techniques.

POLICIES:

1. Comprehensive soil investigations, based upon delineated soil hazard zones, shall be required when reviewing development proposals so that appropriate land use restriction or mitigating measures can be applied.
2. The location of critical public facilities and utilities in unstable soil areas shall be avoided whenever possible. When the location of such facilities and utilities on unstable soils cannot be avoided, effective mitigating measures shall be taken. Such facilities and utilities shall, in no event, be located in areas of extreme soil hazard.
3. Grading, land clearance, and grazing shall be tailored in erosion susceptible areas to prevent unnatural erosion.
4. Development on slopes of more than fifteen percent shall be restricted. Only carefully regulated development shall be allowed on slopes of less than fifteen percent.
5. The City shall seek to retain creek channels in their natural state to prevent undue erosion of creek banks
6. Development in areas of high to very high landslide susceptibility shall be restricted.
7. The City shall not approve new development or sanitary landfills in landslide-prone areas if their existence would be likely to entail excessive City expenditures for mitigating measures, public facilities, or utilities servicing such areas; or excessive expenditures to provide emergency services following landslides.

8. Landslide risks shall be reduced in susceptible locations by requiring appropriate planting and maintenance of vegetative cover.
9. Creek channels, baylands, and other low-lying areas subject to soil liquefaction shall be retained in their natural state, unless adequate mitigating measures can be taken to avoid structural damage.
10. The City shall promote measures to reduce land subsidence and cooperate with other responsible agencies to pursue this end.

b. Earthquakes

GOALS:

1. Minimize the risk to life and property from seismic activity including provision for structural resistance to earthquakes.
2. Require that all buildings be able to withstand groundshaking from a minor earthquake without damage, a moderate earthquake without structural damage, and a major earthquake without collapse.

POLICIES:

1. The City shall seek to rehabilitate or eliminate structures expected to collapse or fail in a major earthquake; and equitable regulations shall be established which will accomplish this and/or mitigate risks without creating undue hardship or relocation policy problems.
2. The City shall not approve high risk land uses in earthquake-prone areas; except that such uses may be approved with mitigating measures when alternative sites are not available.
3. Construction shall be restricted in areas principally adjacent to and within creek channels; where seismic activity can produce liquefaction when the location of such facilities and utilities on unstable soils cannot be avoided, effective mitigating measures shall be taken. Such facilities and utilities shall, in no event, be located in areas of extreme soil hazard.
4. The City shall continue to require geotechnical studies for development proposals; studies which determine the actual extent of seismic or geologic hazards, optimum location for structures, the advisability of special structural requirements, and the feasibility and desirability of a proposed facility in the particular location.
5. Standards shall be developed to insure that vital public utilities, communication and transportation facilities are built and located so that they have maximum potential to remain functional during and after an earthquake.
6. Land uses in close proximity to water retention levees or dams with moderate or high potential for seismic failure shall be carefully regulated.
7. Encouragement shall be given for appropriate regional, state, and federal agencies to study the seismic resistance of area dams.
8. The City shall require detailed dynamic ground motion analysis and suitable structural design methods for all structures with a low level of acceptable exposure to risk.
9. The City shall continue to follow requirements of the Special Studies Zones Act and impose additional investigative requirements on all development in areas defined by the Act and, in addition, shall follow the pre-development recommendations in the City's Geotechnical Report.
10. The City shall continue updating, as necessary, the San Jose Building Code or incorporate the most recent edition of the Uniform Building Code.

c. Flooding

GOAL: Minimize the risk of flood damage throughout San Jose by restricting development in floodplains, areas subject to "100-year" flooding, and areas in close proximity to water retention levees or dams.

POLICIES:

- 1. The City shall prevent the unnecessary or excessive siltation of flood control ponds and reservoirs by restricting or carefully managing development in watershed areas.
- 2. The City shall encourage the use of the "modified floodplain concept" for the control of downstream freshwater flooding.
- 3. Development shall be discouraged in areas, principally along creek channels, where historical and life-threatening flooding has occurred.
- 4. Designated floodway areas shall be preserved for non-urban uses through the adoption of appropriate flood plain zoning regulations.
- 5. Encouragement shall be given to construction of adequate flood control facilities to protect Alviso and North San Jose.
- 6. The ability of major dams affecting San Jose to withstand seismic activity shall be determined; data on possible inundation from dam failure shall be refined, and appropriate emergency plans shall be prepared.
- 7. The City shall encourage that downstream flood control systems, in every possible instance, remain in their natural state.

d. Fire Hazards

GOAL: Incorporate fire safety precautions as an integral consideration in planning and programming urban development, provide fire service capabilities commensurate with the style and extent of urban development, and insure that development proposals include various techniques to reduce fire risks and conform to the requirements for a desirable fire insurance rating.

POLICIES:

- 1. "Controlled burning" programs, agricultural uses such as grazing and special planting, and maintenance programs to reduce potential fire hazards in the hills and wilderness areas shall be encouraged and expanded.
- 2. New development susceptible to fire hazards should have fire warning devices and secure evacuation routes. Multiple family units should be as independently secure from fire as possible.
- 3. Fire service facilities shall be distributed throughout the City so that essential services will be present in potential areas of isolation.
- 4. Alternative water resources for fire fighting purposes shall be identified for use during a disaster.
- 5. Urban development shall be designed and located to minimize fire susceptibility in rangelands, wooded or wilderness areas; and storage of flammable materials shall be prohibited in such areas unless appropriate safety precautions are taken.

3. Manmade Resources

Parks and Recreation. Park and recreation lands and facilities, in some cases, take advantage of or are located based upon some natural feature. By and large, however, they represent a created resource. The parks and recreation needs of San Jose residents are met by facilities and programs of both the City and the County. The City provides facilities at the neighborhood scale intended to serve people within a fairly limited area. The City also provides facilities of a citywide scale, with attractions or activities of sufficient interest to draw people from throughout the community. It is the City's feeling that the County can most appropriately fulfill its role of providing park facilities of a regional-scale by locating them on the valley floor where they are most accessible to the greatest number of people. The concept is that of "urban regional parks". The benefits to an urban population which are provided by park facilities, are sometimes also provided by facilities which are not totally used or specifically designed, for parks and recreation purposes. Flood control facilities can serve the dual purpose of containing floodwaters and providing linear open spaces.

Solid Wastes. Solid wastes have traditionally been viewed as a disposal problem -- a land use issue. Most governmental concern has related to where to locate disposal sites so that they would not constitute a nuisance for other uses, and how to operate them so as to avoid air, noise, and water pollution problems. These are still concerns. The policies below provide criteria which the City can utilize in selecting a disposal site, or apply in reviewing a site proposed by private interests or another governmental agency. The City's interest in solid waste now extends to beyond disposal. There are materials in solid wastes which can be recovered and reused; and solid wastes can be used as a source of energy.

Long term industrial growth projected for San Jose may result in new and special waste disposal problems. Manufacturing industries producing electronic components and certain heavy industries generate certain hazardous wastes known as "Group I" wastes. These wastes must be delivered to Class I disposal sites. The principal storage and disposal/neutralization/recovery for local Group I wastes is located in Contra Costa County. The Santa Clara County Solid Waste Management Plan indicates that provisions for Class I waste disposal are currently adequate. However, the Management Plan should be annually reviewed to assure an adequate supply of Class I and all other types of disposal sites.

Historic, Archaeological and Cultural Resources. Structures and sites which are representative of the cultural, political, and technological achievements of this area are an important resource in creating a sense of identity in San Jose residents. The commonly held image of San Jose relates it to recent rapid growth, tending to obscure the importance of earlier eras in the development of the City. San Jose, founded November 29, 1777, is the oldest Spanish community in California. Its story is the opening of a new land, the building of a civilization which has vitally affected the development of the west coast and has sustained an ever accelerating growth since it was established.

Number One

Since 1777, San Jose has been known as the "City of Firsts." Within this category are: the first recognized school district in the State was Moreland School District organized in 1851; the first State capital was located in San Jose; and the first civil governor, Peter H. Burnett, resided here. Charles D. Herrold is said to have held the first broadcast station license issued by the Federal government, KQW, which claimed to be the pioneer broadcasting station of the world. John J. Montgomery, father of basic flying and the first to achieve controlled flight, conducted his experiments in the Evergreen area. These and other San Jose "firsts" have left a vital unique legacy of architecture, landmarks and culture which should be preserved and documented for future generations. A community that mushrooms into a city without consciousness of its historical heritage has nothing to distinguish it from others; it is just another city.

It is therefore desirable to promote an awareness of San Jose's historic and archaeological heritage which, in turn, will aid in forming a sense of community identity, a key factor in civic pride. An initial step in identifying the historic resources of San Jose has been made by the Historic Landmarks Commission which has had responsibility for compiling an inventory of our most historically significant sites and structures.

It is the policy of the city to identify the aforesaid structures of historic or architectural merit and place them under the protection of the Historic Preservation Ordinance.

History, as defined for this document, is the study of the impact made by notable personalities and events upon the growth and development of San Jose and the surrounding area. This perspective, however, not only includes the natural factors of terrain, waterways, and disasters, all of which have an impact upon the development character of San Jose, but also includes the significance of class and ethnic groups, which as groups made great contributions to the community's development and also of sections of the city which are representative of various periods in that City's history. These are not necessarily the most outstanding structures historically or architecturally, but rather are examples from the total spectrum of influences on the evolution of a city. In San Jose, this could include Japantown and Palm Haven neighborhoods, among others.

Two approaches are necessary in historic preservation: one for the preservation of individual structures of historic and/or architectural merit, and one for the conservation of areas where concentrations of structures exist representing periods or groups important in the growth of San Jose. The first concern has been addressed through adoption of the Historic Preservation Ordinance. This Ordinance established procedures for the designation of individual landmarks of historical, architectural, cultural or aesthetic value or interest. It further preserves and protects the landmark by prohibiting any work on the exterior of the structure, other than routine maintenance, without issuance of a HP Permit, also required for demolition of the structure. The HP Permit will only be issued when the proposed work is in conformance with the historic character of the structure or when hardship resulting from the historic designation can be demonstrated.



A mechanism is still needed whereby certain districts can be recognized as deserving special consideration in the planning process. As soon as such a mechanism is established, appropriate districts can be identified and so considered. In these areas, it is the impression on space created by the buildings and landscaping which is important. Any physical treatment of a preservation district, whether public or private, should reinforce the visual continuity of the neighborhood. Criteria for judging conformance could take into account the height, scale, and spacing of buildings and the relationship of landscaping, colors and textures.

Acknowledgment should be given to the fact that many efforts which would preserve historic or architecturally significant structures are initiated by private parties. It is the responsibility of the City to create confidence in the soundness of investment in these buildings and to provide the economic incentive to do so. Some flexibility needs to be allowed in determining functional alternatives to the use of a designated structure from that shown on the Plan Map. However, the structure, and any portion of the site included in the designation, must retain that value for which it was originally designated. Other incentives could include both direct and indirect financial assistance. For example, the City could actively seek and act as a conduit for grants, loans and loan guarantees from the Federal and State governments and from private parties. The City could also press for legislation to provide property tax relief for designated landmarks and districts.

Public parks with historical significance should be given high priority including the Peralta Adobe Park, Alum Rock Park, St. James Park, Kelley Park and Historical Museum, and the proposed Pellier Park.

It is desirable to encourage the continuing development of the living, unique historic museum in Kelley Park and to encourage the educational benefits of displaying the city's collection of historic artifacts in this park. It is a living example of perpetuation, rehabilitation, and restoration of our local history dating back to 1850.

An additional aspect of the City's historic-cultural resources is that of archaeological resources. The beneficent climate, the bay and its marshlands, the all-year streams, the oak groves, and the bounty of the land provided the resources needed for Indian villages which are the basic components of San Jose's archaeological record. Indian findings are likely to be found where streams from the hills break out on the edge of the valley, on streams or sloughs in the historic edge of the bay marshlands, mounds on the floor of the valley and in shell mounds and midden mounds along sloughs or marshes.

The City's irreplaceable archaeological record should be protected and preserved; the location of sites containing valuable archaeological remains must be more precisely identified than they have been to date, if this is to be accomplished.

GENERAL GOAL: Create an urban environment in which man-made resources harmonize with and enhance the natural environment.

a. Parks and Recreation

GOAL: Provide parklands and recreation areas which utilize and enhance, to the fullest extent, San Jose's natural endowments.

POLICIES:

1. The City shall provide park facilities, community centers, and recreation programs responsive to the needs, interests, and abilities of people of both sexes, all ages, and the varied cultures, customs, and traditions of the community.
2. The City shall consider planning area needs in setting park priorities. In areas where park sites are deficient, funding priority shall be given to park land acquisition. In areas where adequate park sites exist, funding priority shall be given to park development.
3. The City shall continue to cooperate with the Santa Clara Valley Water District and other appropriate agencies in utilizing modified floodplains along streams and streamsides for recreation including the development of streamside parks.
4. Water agencies operating within San Jose shall be encouraged to consider recreational uses on water-related lands.
5. Steps shall be taken to insure that parks are secure and adequately policed.
6. Quasi-public spaces such as utility corridors, abandoned railroad beds, and school campuses shall be utilized, whenever possible, for recreational purposes.
7. Bikeways, hiking trails, equestrian trails, roadside rest areas, picnicking accommodations, view turnouts, and instructional displays should be provided, wherever possible, especially within designated scenic corridors.
8. Cooperative planning between school districts and the City in the development of recreation areas shall be continued. Cooperative efforts shall also be initiated with other public, quasi-public, and commercial entities to develop parks, recreational areas and other public open spaces especially in areas of environmental deficit.
9. Park and recreation priorities within and among planning areas shall be updated annually, as part of Urban Service Program review, with appropriate citizen involvement.
10. The City shall urge the County to establish urbanized areas as the highest priority for the allocation of funds for regional parks. Urban regional parks proposed for consideration include Lake Cunningham, Penetencia Creek Park Chain, Guadalupe Oak Grove, and Coyote Creek Park Chain.
11. In determining City acceptance of open space offered for dedication, consideration shall be given to whether the subject lands are intended to preserve the natural and scenic beauty, preserve natural and man-made landmarks, or provide a land supply to meet future recreational needs (active or passive). It is not the policy of the City to accept open space lands solely intended for the purpose of enhancing private use or development, nor marginal lands which would not be developed under any circumstances.
12. Pursuant to the above policy, open space of a regional significance and magnitude should be considered for acceptance by the County.

b. Solid Wastes

GOALS:

1. Consider solid wastes as an important recoverable resource material and energy source and pursue an active course toward complete recycling of waste.
2. Locate and operate land fill sites so as to ensure the safety of the underlying aquifer as well as surface and bay water quality and maintain the quality of life in the affected neighborhoods.

POLICIES:

1. Methods of solid waste recycling and reuse which involve production of energy or recycling of materials shall continue to be studied and shall be employed as soon as they are feasible.
2. Solid waste disposal land fill sites shall be discouraged on lands which are susceptible to landslides, seismically induced ground failure, "100-year" flood inundation, salt water inundation, or dam inundation; or which have a high water table, are within a reservoir drainage basin, in wetlands or in areas where the proximity of the site over granular soils, with some seismic failure potential, may cause leachate introduction into the pathways to the aquifers.
3. Proposed solid waste disposal sites shall be planned and located to mitigate negative impacts on residential areas including traffic hazards, noise hazards, potential littering of traffic routes, or wind and waterborne pollution.
4. The operation of sanitary landfill sites should be conducted in such a way that they do not create an attractive environment for insects and rodents.
5. The acquisition or approval of solid waste disposal sites shall include planning for eventual phased restoration, recreational or open space uses.
6. Preference shall be given to inland non-urban sites for future solid waste disposal; and phase-out of Bayland sites for such purposes shall be implemented.
7. Expansion of solid waste recycling centers shall be encouraged.

c. Historic, Archaeological, and Cultural Resources

GOAL: Promote a greater historic awareness and enhance the quality of urban living by the preservation and judicious use of historically and archaeologically significant structures and sites.



POLICIES:

1. The City shall promote the preservation of historically, archaeologically, or architecturally significant structures and sites through the application of the Historic Preservation Ordinance.
2. The City shall encourage the development of information which will allow the prediction of areas with a high probability of containing archaeological remains.
3. An inventory of sites, structures, flora and artifacts of historic, archaeological, architectural or cultural value shall be maintained and periodically reevaluated.
4. For areas which have been identified as probable sites of archaeological remains, the City shall require that projects requiring the issuance of permits by the City or projects on City land be investigated during planning stages in order to determine whether valuable archaeological remains will be affected by the project; upon discovery of findings, development activity should be halted until professional archaeological examination and preservation is accomplished.
5. The City shall take all possible precautions to insure that no action by the City results in the loss of the irreplaceable archaeological record present in the City's jurisdiction.
6. The City shall act to promote the preservation of archaeological sites by placing them under public ownership when possible; funds from Federal, state and local sources should be sought.

7. In the Site Development Process, the presence of an historic or archaeological site in proximity to a project under review shall be considered so that the qualities to be preserved by landmark status will not be adversely affected.
8. Land uses other than those designated on the Plan Map may be allowed on sites with structures officially designated as Historic Landmarks if the qualities for which landmark status was granted would thereby be preserved, and the use would not otherwise be incompatible with the surrounding area.
9. The City shall preserve and make judicious use of historically and archaeologically valuable lands now undeveloped or termed open space by considering them in its planning for parks.
10. The City shall preserve and make judicious use of City-owned property of historic and archaeological value, including the San Jose Historical Museum, Peralta Adobe Park, and others.
11. Areas with a concentration of sites, structures or objects unified by past events or by their physical development shall be inventoried, and consideration given to their preservation through the creation of historic preservation districts.
12. The City shall encourage rehabilitation of buildings and districts of historic significance and shall explore a variety of techniques and measures which could have an effect on achieving this end including the development rights transfer process, property tax relief for designated landmarks and/or districts, the impact of Building Codes on preservation, and the availability of grant monies, loans and loan guarantees for the rehabilitation of designated structures.
13. Programs of public information shall be undertaken to maintain a historically aware citizenry including the provision of background data on their property to the owners of historically or archaeologically significant structures or sites.

4. Noise

The noise level we experience daily has increased so gradually over time that one fails to recognize its danger. Next to air and water pollution, noise has recently been recognized as a third major pollutant, with substantial scientific evidence documenting its detrimental effects on human health and well-being. As part of its planning program, the City commissioned a community noise measurement survey. The survey generally revealed that San Jose is slightly quieter during the day than the average urban area and slightly noisier at night. The City's average area night-to-day upshift in background noise levels was 7 dBA (see the Noise Appendix for technical details on Noise Measurement). The upshift ran from as low as 1 dBA in rural hillside areas of the City to 17 dBA near major streets and freeways. The measurement survey also revealed that a significant amount of the areas adjacent to the more heavily traveled streets experience noise levels greater than that considered an acceptable exterior noise quality level.

The Environmental Protection Agency identifies 45 Ldn indoors and 55 Ldn outdoors as the maximum levels below which no effects on public health and welfare occur. (Ldn is recommended by the E.P.A. for use in describing the cumulative effect of exposure to all sources of environmental noise and is based on the A-weighted scale of sound measurement) These levels also protect the vast majority of people, under most conditions, against annoyance. However, because of the existing noise conditions in San Jose, it was considered more realistic to adopt a short-range exterior noise quality level of 60 Ldn. Because techniques are presently available to attenuate outdoor noise, 45 Ldn was adopted as a reasonable interior standard. Figure 17 shows the compatibility of various land use categories to community noise levels. The goals and policies of this plan are designed to ultimately achieve these levels.

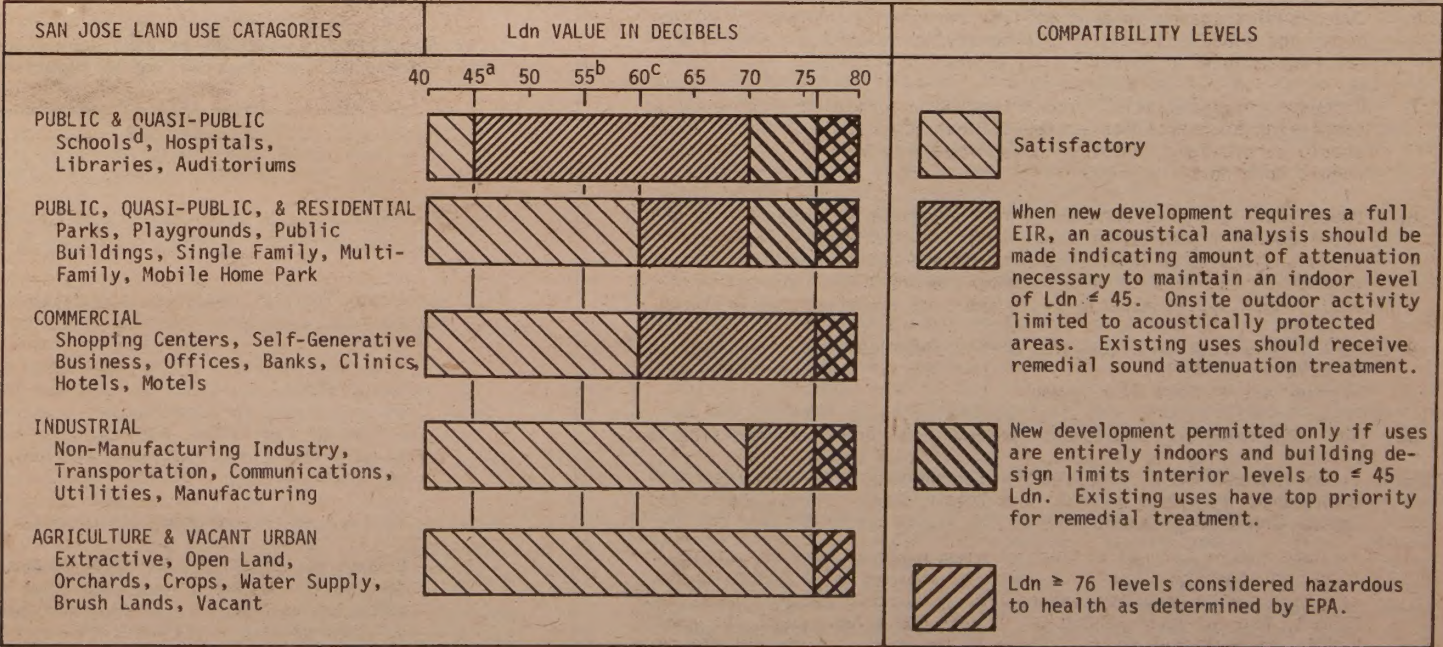
GOAL: Minimize the impact of transportation, industrial and household noise on human activity through noise reduction and suppression, and through appropriate land use policies.



POLICIES:

1. The City shall establish acceptable noise objectives of Ldn ≤ 55 as the long-range exterior noise quality level, Ldn ≤ 60 as the short-range exterior noise quality level, Ldn ≤ 45 as the interior noise quality level, and Ldn = 76 as the maximum exterior noise level to avoid significant adverse health effects.
2. The City shall include appropriate noise attenuation devices in the design of all new arterial streets.
3. The City shall require appropriate site and building design, building construction, and the installation of noise attenuation devices in new residential development and parks located adjacent to freeways, expressways, major arterials, mainline railroad rights-of-way, and other major noise generating uses.
4. The City shall encourage the State Department of Transportation and County Transportation Agency to provide sound attenuation devices which are visually pleasing, on all new and existing freeways and expressways.
5. The current policy of encouraging noise reducing modifications to jet engines and the use of quieter jet aircraft at the San Jose Municipal Airport shall be continued.
6. The City shall continue to require safe and compatible land uses within the airport noise zone giving due consideration to the adopted Airport Land Use Commission noise policies; and shall also require flight and ground operations which minimize noise.
7. The City shall encourage the Federal Aviation Administration to enforce current high cruise altitudes which minimize the impact of aircraft noise on land use.
8. The use of trail bikes, mini-bikes, dune buggies and other such off-road vehicles shall be restricted to areas where noise impact is minimal.

FIGURE 17 LAND USE COMPATIBILITY GUIDELINES FOR COMMUNITY NOISE IN SAN JOSE



SOURCE: City of San Jose, Planning Department

a. Interior Noise Quality Level

b. Long-Range Exterior Noise Quality Level

c. Short-Range Exterior Noise Quality Level

d. Leq value of Leq(8) = is used for the evaluation of school impact by the airport.

9. The City shall regulate noise from outdoor appliances, air conditioners, and other consumer products so as not to disturb the occupants of surrounding properties.
10. The development of a public transportation system which contributes to noise reduction shall be encouraged.

5. Impact of Environmental Management Policies

Natural Resources. Application of the Natural Resources Policies of the General Plan will preserve, enhance and conserve the natural resources of San Jose. The extent to which these goals and policies are not implemented will determine the rate at which these resources are destroyed or depleted, in many cases irreversibly to the detriment of the City's environmental and economic needs.

Unequal commitment to, and application of, the goals and policies can result in pressures among them to the extent that one impacts adversely on the other.

Short term impacts of the goals and policies will be to increase governmental restrictions upon personal as well as property rights, increase governmental costs, and in some instances, increase direct costs to individuals.

Natural Hazards. The goals and policies respecting Natural Hazards judiciously applied, will obviously provide both short and long range benefits to San Jose residents. Certain adverse short term impacts to persons will occur through increased developmental and maintenance costs; restrictive, corrective, and relocation costs and inconveniences, and either continued or increased, emergency service costs.

Corrective and preventive measures, such as controlled burning, construction of water control facilities and floodways, will cause damage to plant and animal life, and perhaps historical and archaeological resources, unless sensitively applied.

Disregard or less than effective application of these goals and policies, will increase short term and long term risk levels of human and economic existence to an unacceptable state.

Man-made Resources. The creation of an urban environment in which man-made resources harmonize with and enhance the natural environment requires affirmative action with respect to such man-made resources as parks and historic resources, as well as various waste products.

Initial construction, improvement, utilization of transformation of these man-made resources, in varying degrees, impacts the environment adversely through short term effects on flora, fauna, water and air quality, and utilization of natural resources.

Park and recreation improvement activities as well as utilization and enjoyment by the citizenry causes short and long term adverse effects which on balance results in a considerable beneficial impact. While these amenities are not directly cost effective, they can be shown to be extremely beneficial economically and socially in their effect upon property values and social and human values. A reversal or loss of support for an effective parks and recreation policy would be detrimental to the socio-economic viability of the community.

Districts or properties designated to be of historic, architectural, cultural, or aesthetic value or interest will, in the short term, generally continue to be only marginally economically productive since most of the structures or districts are older and usually deteriorated. Unless immediately restored, the tax base underlying the structures or districts will continue to deteriorate as will the economic, social and aesthetic environment.

In addition to known intangible values received through heritage acknowledgment and preservation, the deterioration of structures will be reversed and redevelopment of structures and districts will occur. New or added economic value will accrue to land, structures, and districts, with a consequent increased tax base.

The preponderance of the area's historical assets being centralized in downtown San Jose can provide a prestigious and positive advantage in the revival of the downtown Core Area as the cultural, social and economic focal point of the Santa Clara Valley.

Solid wastes effectively utilized as a resource will reduce pollution and contamination of the environment as well as the rate at which finite resources are depleted. Presently, feasible solid waste management practices, including resource recovery, continues to have certain unavoidable adverse effects associated with it such as transport related congestion, intrusion, noise and air pollution, as well as energy consumption. Long term net benefits will be beneficial, on balance, since San Jose's policy will protect its residents from presently inherent adverse impacts; and will reduce all potential harmful or annoying factors with its policy of adopting new environmentally sound practices as they become feasible.

Noise. Impact of noise policies will be to increase costs of public and private improvements due to requirements for noise attenuation structures and materials. Increased flexibility in site development will be required in order to accommodate noise policy implementation.

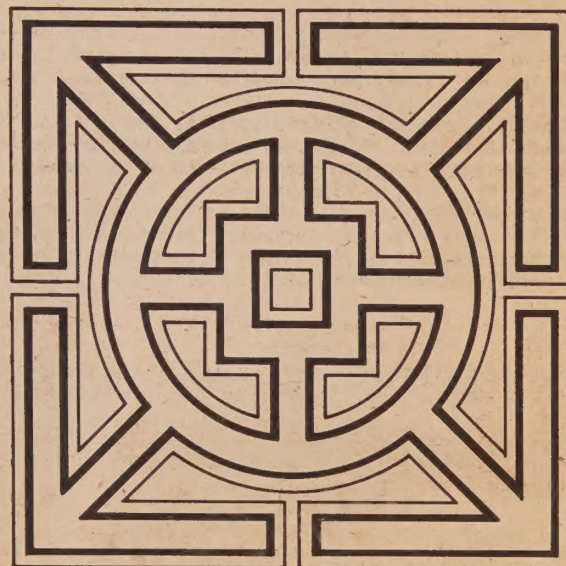
Since the present noise policy is "receptor protective" rather than "source restrictive", it will not prevent a gradual increase in the ambient noise level, although it will slow it down. The application of a Noise Ordinance which restricts noise at its source, together with the enforcement of certain State Vehicle Code sections, is required for a significant long range attack on this increasingly growing health hazard.

Summary. Implementation of environmental management policies have short term effects which generally result in increased restrictions upon personal rights as well as property rights and higher governmental and institutional costs. Since, however, resources are finite -- hazards threaten general health, life and limb -- the short term disadvantages properly treated are more than balanced by the long term effects of proper environmental management. Since man is surrounded and exists in his environment, it is simply axiomatic that existence is dependent upon judicious application of sound environmental management policy.

C. Community Development

1. Urban Development

The City first adopted a set of Urban Development Policies, in 1970, which were not a part of the General Plan. These policies deal with the timing and staging of development and are of such importance and so inter-related with other General Plan policies, that they have been incorporated into the Plan. In this fashion, any changes in the policies or any revision of the Urban Service Area boundary will take place as part of the annual revision of the General Plan (see Urban Development Policy Map):



GOAL: Insure that San Jose's future growth will proceed in an orderly, planned manner to achieve a balanced composition of industrial, commercial, residential and public uses which preserve and advance the quality of the existing environment; as an important step in achieving this goal, seek to assure that future development will occur in such a manner as to provide efficient and economical public services, and maximize the utilization of existing and proposed public facilities, and ensure the equitable sharing of the cost of such services and facilities.

POLICIES:

1. Urban Service Areas shall be designated by the City, in cooperation with the County, approved by LAFCO and be subject to annual review.
 - Urban expansion to accommodate future growth shall be planned and programmed on a staged basis. Urban expansion may include redevelopment, as well as development of vacant land. Urban expansion requiring annexation should be planned cooperatively with the County.
 - Individual areas shall be reviewed as to their ability to be served by the existing facility systems or by those proposed in the Urban Service Program. Where the full range of facilities and services do not exist and are not funded, the City shall evaluate its ability to provide for expansion of facilities and services and, if able, include them in the operating budget and Capital Improvement Program in order to facilitate development in the Urban Service Area.
 - The City Manager shall report to the Council on any special funding required to provide public facilities in the Urban Service Area at such time as specific development is proposed.
 - In order to assure that all urban development be adequately served, each developer shall be required to pay for new municipal capital facilities needed by his development to the extent that no other sources of funding are available.
 - Development of lands that will facilitate completion of planned transportation corridors shall be encouraged.
2. It is City Council, County and LAFCO policy that existing and future urban land uses shall occur within cities.
 - Incorporated areas within the Urban Service Area and within the existing municipal utility and facility systems shall be encouraged for development, contingent upon the availability of facilities provided by other public agencies such as schools, flood control provisions, and an adequate transportation system. The City shall work cooperatively with other public agencies to seek satisfactory and timely solutions to the problems of facility planning and programming.
 - Within the Urban Service Area, preference should be given to abandoned, unused or underused land already having a full range of municipal facilities and services before underdeveloped outlying land is utilized for accommodating new development.
 - The City shall discourage from inclusion under the Williamson Act lands in the Urban Service Area except those lands in the industrial reserve, lands proposed for open space, and other lands where development is severely restricted for reasons of public health, safety and welfare and so designated on the General Plan.

3. Areas outside the Urban Service Area shall be considered non-urban, although very limited development may be allowed in accordance with the Urban Transition or Exception processes; some non-urban areas may eventually be incorporated into the Urban Service Area but those areas designated as Rural Residential, Agriculture and Non-Urban Hillside development are considered permanently non-urban for the time horizon of the General Plan.
 - No development is to be permitted outside the Urban Service Area in most cases. In a few cases, individual application for urban development of properties in some locations outside the Urban Service Area will be considered after evaluation to determine if the property meets the criteria of the Urban Transition or Exception processes. (See Implementation section, Urban Development Policy.)
 - Areas outside the Urban Service Area shall not be considered for rezoning by the City.
4. The Urban Development Policies and possible urban expansion areas shall be reviewed by the City Manager prior to the adoption of the Capital Improvement Program or operating budget for each fiscal year. Findings and recommendations will be forwarded to the City Council for annual review and adoption.
 - The Urban Service Program process will identify by planning area municipal facilities and services needed in urban expansion areas.
 - Approval of necessary municipal capital facilities and services, and their funding in the Capital Improvement Program and operating budget shall precede consideration of Urban Service Area expansion in the annual review of the General Plan.
5. Unincorporated lands within the Urban Service Area will be given highest priority for annexation.
 - The City shall, as soon as possible, initiate the filing of a petition with the County for the application of the (-CS) City Services Combining Zoning District to unincorporated territory within the Urban Service Area of the City.
 - The City, in cooperation with the County and LAFCO, shall seek effective means for annexing urbanized County pockets within the Urban Service Area.
 - Owners of vacant unincorporated lands within the Urban Service Area should be informed of the policies of the County and the City which will make urbanization unlikely outside City jurisdiction.
 - Williamson Act contracts are considered inappropriate within the Urban Service Area, except for industrial reserve lands, proposed open space lands, and lands prohibited from development because of public health, safety, and welfare considerations.
 - The City shall support LAFCO's efforts toward boundary realignment where an exchange of territory would be mutually advantageous to each government jurisdiction involved.
6. Applications for annexations lying outside the Urban Service Area shall be submitted to the City Council for its consideration prior to commencement of any annexation proceedings.

2. Economic Development

The economic development issues which are addressed in the Plan have been identified in detail in the Background for Planning section of the Plan. In brief, the City's basic concern is to create more job opportunities for local residents and to strengthen the City's tax base.

GOALS:

1. Create more job opportunities for existing local residents, particularly those who suffer from chronic unemployment.
2. Create a stronger municipal tax base by obtaining a greater share of the total industrial and commercial development in the County, and/or promote a countywide revenue sharing plan to accomplish this goal.

POLICIES:

1. The City shall strive to overcome the present imbalance between housing and employment by seeking to obtain a balance between jobs and workers residing in San Jose.
2. The City shall seek to attract industry for which the area is particularly suited, giving highest priority to those which would directly hire the City's unemployed labor force.
3. The City shall seek to attract a broad range of industries so as to reduce the impact of business cycles and governmental spending.
4. The rates and effects of residential and industrial growth should be monitored to assure that the City's fiscal balance of land uses and tax base is improved, and to assure that progress is made toward achieving parity between employment and resident workers.
5. The City shall actively promote economic development through the provision of industry-supporting capital improvements, with appropriate financing, and provision of a simplified project review process for local as well as potential new development, with appropriate citizen review.
6. The City shall work closely with educational, industrial, and business institutions to provide job training programs which meet the needs of all citizens as well as the needs of business and industry.
7. The City shall cooperate with appropriate institutions and agencies in providing job opportunities for the economically, physically and socially disadvantaged.
8. Economic development shall be planned and implemented so as to be compatible with the desired holding capacity and container size of the City.

3. Land Use

Residential. The residential land use policies reflect a concern that residential development be located in areas which are safe for human habitation and which are provided with adequate public facilities and services. A further concern of many residents is that their neighborhoods be protected from incompatible land uses. The policies also reflect a desire on the part of the City to make more efficient use of the land by encouraging development to occur at higher densities than typical of the past.



Housing. The intent of the housing policies is to help improve the City's overall housing situation. While the specifics of the City's housing conditions have changed over time, seven underlying problems have remained constant. These problems include: (1) the rising cost of housing,

(2) imbalances in the supply and demand for housing, (3) the existence of substandard housing units, (4) the existence of overcrowded housing units, (5) the impact of low income families, (6) the impact of racial and ethnic minority groups, and (7) the impact of federally-assisted and publicly leased housing. The General Plan housing policies deal specifically with: encouraging a variety and mix of housing types in all areas of the City, encouraging an economic, ethnic and racial balance in the community, improving or eliminating substandard housing, and developing assistance plans and other mechanisms to utilize in effectuating the City's housing programs.

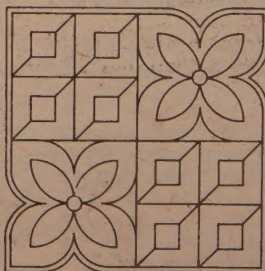
It is to be noted that the provisions of new low cost housing will require substantial State and/or Federal subsidies. The City shall utilize State and/or Federal housing programs that will enable it to pursue the objective of providing a mix in new residential development.

It should be further noted that the Residential Land Use policies and the Land Use/Transportation Diagram make provision for an equitable distribution of housing densities to accomplish a more equitable distribution and mix of housing types and price levels.

Commercial. The two basic concerns are that commercial land use be located so as to meet the desires of the community for convenient shopping, and that commercial development contribute to the economic base of the City. Commercial development which has, over time, filled in along major streets has created traffic problems, resulted in the conversion of sound housing to other uses, and created unattractive visual conditions. The policies of the Plan discourage this type of development on any streets, where it is not now present.

Industrial. The City actively encourages the development of industrial land in designated areas. The Plan provides an ample supply of land for industrial development for the time frame of the General Plan, and beyond. These industrial areas also represent a variety of locations. Many of the City's older industrial areas are underutilized, and redevelopment of those areas is encouraged. As land for residential development diminishes, the pressure to reduce the industrial "reserves" will increase. Williamson Act contracts can help mitigate the tax burden of industrial landholders.

Airport Approach Zone. The area designated as the Airport Approach Zone is that area bounded by Highway 17 on the north, Guadalupe Parkway on the east, and Coleman Avenue on the west and south (see Land Use/Transportation Diagram). The Airport Approach Zone is entirely within the Airport Land Use Commission referral area, the largest portion being within the 70 CNEL noise contour line, the remainder within the 65 CNEL noise con-



tour line. Additionally, that part of the area north of Hedding Street is within the "emergency catchment area" of the Airport (as defined by the Airport Land Use Commission). The City is engaged in a program of acquiring residential properties within the area, with Federal funding, due to the noise impact from operation of the airport. Land uses within the Airport Approach Zone must be consistent with the policies of the Airport Land Use Commission and with conditions attached to the receipt of



Federal funds. The City will, in the near future, develop a detailed plan for the Airport Approach Zone. A statement of policy is needed to guide the development of now-vacant parcels and the expansion or re-use of developed parcels until such time as the detailed plan for the Airport Approach Zone has been prepared. The Airport Approach Zone Plan will include consideration of the concerns of the Federal Aviation Administration, restrictions on the re-use of parcels acquired with Federal funds, and the likely extent of City acquisition within the Airport Approach Zone.

GENERAL GOAL: Insure that San Jose develops in an orderly, planned manner in order to achieve a balanced composition of industrial, commercial, residential, and public land uses.

a. Residential Land Use

GOAL: Encourage a variety and mix in housing types in all parts of San Jose; and relate residential areas to existing and proposed public facilities necessary for human well-being.

POLICIES:

1. Residential development shall not be allowed to occur in areas where such development might be hazardous to human habitation (in accordance with "Natural Hazards" Policies).
2. Urban residential development shall be located where adequate services and facilities can be provided (in accordance with "Staging and Phasing of Development" Policies).
3. Residential areas shall be protected from encroachment of incompatible or unrelated uses, and buffered from nearby uses which might have a negative impact.
4. Higher residential densities shall be distributed throughout the community; and located near commercial and financial centers, large employment centers, major community facilities, parks, open space areas, and major transportation routes.
5. Higher density residential development may be allowed, under planned development control, on major arterial streets which are designated for commercial use, if of a size and design which would provide an appropriate residential environment within the larger non-residential environment.
6. In areas designated on the Land Use Diagram for maximum dwelling unit densities of twelve units per acre or more, a greater dwelling unit density may be allowed for a development if the population projected to be generated from the development is no greater than that which would be generated from development within the designated density limit; this policy is particularly applicable to senior citizen housing.
7. Because of the limited supply of land available for multiple family housing, institutional uses such as schools and churches will be discouraged from locating in areas designated as higher densities on the Land Use Diagram.
8. Mobile Home Parks are considered to be permanent residential uses and shall be allowed in areas designated for residential use on the Land Use Diagram.
9. Mobile Home Parks shall be encouraged to locate in various areas of the City rather than concentrating in one or two planning areas.
10. New mobile home parks shall not be allowed in designated industrial areas; existing mobile home parks in industrial areas will, however, be considered as permanent, rather than interim uses, subject to individual site evaluation and shall be given the same protection from adjacent incompatible uses as would be afforded any residential development. Existing parks in industrial areas are designated as residential on the General Plan Map but that designation will revert to industrial in the event of termination of the mobile home parks use.
11. The following specific criteria shall be considered in reviewing proposed mobile home park developments:
 - Generally required to locate with access on a major street but, in some cases, allowed on minor streets if adequate points of access are provided.
 - Located so as not to disrupt the planned street network.
 - Family parks to have reasonable access to educational facilities which have the capacity to serve the potential student population.
 - Required to have sufficient site area to permit development of attractive and functional parks, with an adequate amount of open space. Located where there are sufficient retail and service facilities available.
 - Required to participate in financing their appropriate and equitable share of public services and facilities.

12. Elderly citizen housing developments shall be located in neighborhoods that:
 - Are basically residential, free of objectionable features such as noise, dust, smoke, noxious odors; not in close proximity to railroads or airports and other undesirable features;
 - Are free of heavy traffic or have safeguards for pedestrian movement between dwelling areas, services, and recreational facilities.
 - Are within reasonable walking distance of community facilities and services or are accessible by public transportation.
 - Are convenient to most or all of the following facilities:
 - Health facilities such as physicians' offices, clinics and hospitals
 - Cultural and religious institutions, such as libraries, schools and churches.
 - Social and recreational opportunities, such as community centers, parks
 - Retail and service facilities used in every day activity, such as grocery, drug and dry goods stores, barber and beauty shops, etc.

13. Densities permitted by the General Plan on slopes greater than fifteen percent may be allowed to be transferred to lower elevation of the same development; provided that such density is reasonable and compatible with the surrounding area.
14. Residential social service programs (e.g., board and care facilities) shall be equitably distributed throughout the City. The City shall encourage the County to plan adequate residential social service programs that are equitably distributed throughout the County.
15. When changes in residential densities are proposed, the following factors shall be taken into consideration:
 - Neighborhood identity, preservation, continuity, and concerns
 - Proper location
 - Impact on neighborhoods, schools, transportation, services, and facilities
 - The impact on the living environment of the area
 - The historic character of the neighborhood, and
 - Any other impact the proposed change will have on the area.

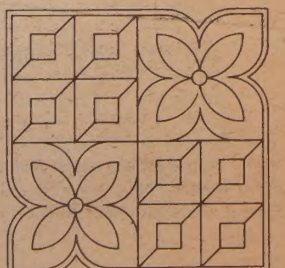
b. Housing

GOALS:

1. That the people of San Jose, when seeking housing, be offered an equal opportunity to live in economically and racially mixed neighborhoods that are centers of involvement and cooperation.
2. That neighborhoods, if deteriorating, be improved using updated codes and modern rehabilitation techniques.
3. That neighborhoods, if developing or being redeveloped, incorporate good design, foster aesthetics, and promote usable open space.
4. That each neighborhood provide for the needs of some low-income families, either through private or public means.
5. That San Jose work in close cooperation with other entities, public and private, to foster information, techniques, and policies to achieve the housing goals set forth above and make such information freely available.

POLICIES:

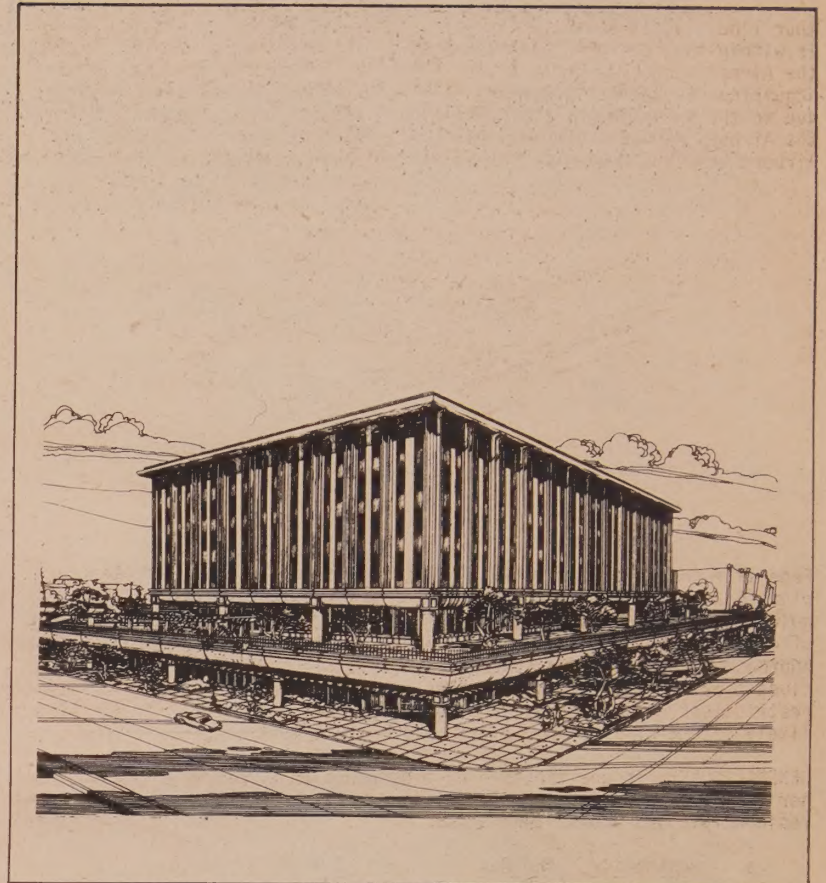
1. The City shall strengthen its emphasis on conservation and rehabilitation of the existing housing stock as a means of providing future housing opportunities. (Residential land uses shown on the Land Use Diagram are intended to preserve areas of existing housing stock).
2. To the extent legally and fiscally possible, continue to conserve the existing housing stock through a balanced program of housing code enforcement and complementary programs such as rehabilitation loans and grants and relocation assistance to insure that the low-priced housing stock is not decreased below the need therefore, and to insure that housing code enforcement does not impose disproportionate hardships on those who need low-priced housing.
3. Prior to demolition of housing units for street widening or other public improvements, a determination must be made that there is available in areas not generally less desirable with regard to public utilities, public and commercial facilities; decent, safe, and sanitary replacement housing at rents or prices within the financial means of the persons displaced. Said replacement housing units shall be sufficient in number to adequately house the number of families and individuals displaced. Said replacement housing shall be reasonably accessible to their places of employment.



- If the above determination cannot be made and there are insufficient numbers of such housing units available, displacement will not occur unless such housing can be made available. If such housing cannot otherwise be made available, the City shall use project funds when available for this purpose. The City's relocation assistance will conform to applicable Federal and state standards and limits.
- 4. Continue to support the Federal requirement to eliminate one substandard housing unit for each new unit of public housing constructed. Housing code enforcement, enforcement of the dangerous building ordinance, the urban renewal program and other public improvement programs shall be employed to eliminate through rehabilitation or demolition substandard housing units in accordance with the one-for-one formulas above. The City shall seek voter approval of a public housing referendum.
- 5. The City shall continue to provide a variety of housing counseling services to assist the residents of San Jose.
- 6. The City shall establish incentive programs to encourage the improvement and preservation of all existing neighborhoods throughout the community.
- 7. The City shall familiarize financial institutions with the City's housing plans and programs in order to eliminate the practice known as "red-lining".
- 8. The City shall establish a program for the use or elimination of abandoned houses including "urban homesteading".
- 9. Take all physically and legally available steps in order to encourage a variety and mix in housing types and to provide adequate choice for housing persons of all income levels in San Jose.
- 10. The City shall continue to regulate conversions to residential condominium and community apartment projects in order to provide a reasonable balance of rental and ownership housing and an adequate supply of rental housing for low and moderate-income families.
- 11. Influence the location of all publicly-assisted housing in such a way as to distribute that housing among the several planning areas of the community according to the capacity of those planning areas to accommodate such housing. That capacity shall be determined according to the Family Assisted Housing Allocation Model adopted as part of the City of San Jose Community Development Plan and Housing Assistance Plan.
 - The City shall use whatever means at its disposal to guide unassisted housing to locations which will serve the objective of an equal distribution of middle and high income housing to all of the community's planning areas.
- 12. Take all physically and legally available steps in order to encourage economic mix or income heterogeneity in individual housing developments and thus to promote mix in the cost of housing units in new subdivisions, apartment complexes, and planned developments.
- 13. In arriving at recommendations and decisions on housing proposals, including the early zoning issues associated therewith, the Planning Staff, the Planning Commission and the City Council shall consider explicitly the cost of the housing proposed, and the community's needs for housing at that price level; and those considerations shall be included as criteria for the recommendations and decisions, insofar as legally possible. Vital to the achievement of this objective is the guarantee that school plant facilities and instructional capacities of the elementary and secondary schools of each respective neighborhood and service area will be increased commensurate with educational needs associated with such new housing as may be approved in each neighborhood and/or service area.
 - In all zoning and development decisions, the Planning Staff, Planning Commission, and City Council shall take cognizance of the racial, ethnic and economic implications of those decisions with the objective of achieving racially, ethnically, and economically balanced school classrooms through balanced neighborhoods.
- 14. Aggressively employ all means available to combat housing discrimination in San Jose.
- 15. Review the public housing program annually in order to reevaluate needs and priorities within the program.
- 16. To the extent legally possible, employ constituted powers to acquire sites for low or moderate income housing.
- 17. Review annually and evaluate formally all development controls, development and building standards, and development policies in order to ensure that they are consistent in principle and in application with the objectives stated in the housing goals; and further, to measure their effectiveness in pursuing those goals.
- 18. City staff and local school district staffs (Inter-District Planning Council) should jointly work out acceptable implementation standards covering criteria related to available school capacity including consideration of alternatives, such as extended day sessions, transportation and temporary facilities, not to include double sessions. The standards of school availability should reflect differences in elementary and secondary facilities and should be uniform for all school districts insofar as possible.
 - The responsible school district, when commenting on zoning and housing proposals, will report on the availability of elementary and secondary schools in accordance with jointly determined capacity criteria.
- 19. To the extent legally possible, initiate such implementing systems, ordinances and procedures as may be necessary to effectuate any of the foregoing policies.

c. Commercial Land Use

GOAL: Promote a pattern of commercial development which will provide for maximum efficiency and accessibility, and relate such uses so that they may best serve community needs.



POLICIES:

1. Commercial land in San Jose shall be spatially allocated in a manner that maximizes community accessibility and commercial variety consistent with other adopted goals and policies.
2. New commercial uses shall be located in existing or new shopping centers, or in established strip commercial areas; isolated spot commercial developments and the creation of new strip commercial areas will be discouraged.
3. The grouping of commercial uses shall be based on their cumulative attractions or their compatibility with one another.
4. Any new regional-scale commercial developments will be encouraged to locate in the downtown Core Area.
5. The City shall establish design and development criteria directed toward existing strip commercial development; to encourage upgrading, beautifying or gradually replacing them with more appropriate uses.
6. "Private recreation development" of a commercial nature shall be discouraged from locating or expanding within established residential neighborhoods when such development will have a major negative impact on the surrounding residential community.
7. New commercial uses or expansion of existing uses, within the referral areas of the Airport Land Use Commission shall give appropriate consideration to A.L.U.C. policies.

d. Industrial Land Use

GOAL: Provide sufficient land for varied industrial uses with optimum accessibility and relate these uses to the needs of business and the community.

POLICIES:

1. The City shall encourage only such industrial development as is compatible with San Jose's urban and environmental character.
2. Designated industrial areas are to be used for industrial and compatible, supportive commercial uses.
3. Industrial development shall be planned so as to minimize negative impacts on nearby residential uses.
4. Industrial areas which have the necessary infrastructure in place or funded and fill-in vacant parcels shall receive the first priority for development.
5. The City shall encourage the development of new industrial areas and the redevelopment of existing older or marginal industrial areas through appropriate financing to provide necessary public improvements. (The cumulative impact of the financing methods should be continuously monitored to prevent adverse fiscal impact on the City.)
6. The City shall monitor the absorption of industrial land, increases in assessed valuation, and creation of jobs, and periodically re-evaluate the supply of and need for industrial land.
7. The Williamson Act contract is considered to be an appropriate technique for relieving short term pressures for non-industrial development of industrially designated land.
8. In areas designated as "Combined Industrial/Commercial" either industrial or commercial uses may be appropriate subject to consideration of a specific development proposal.
9. New industrial uses within the referral areas of the Airport Land Use Commission shall be required to conform to adopted A.L.U.C. policies.

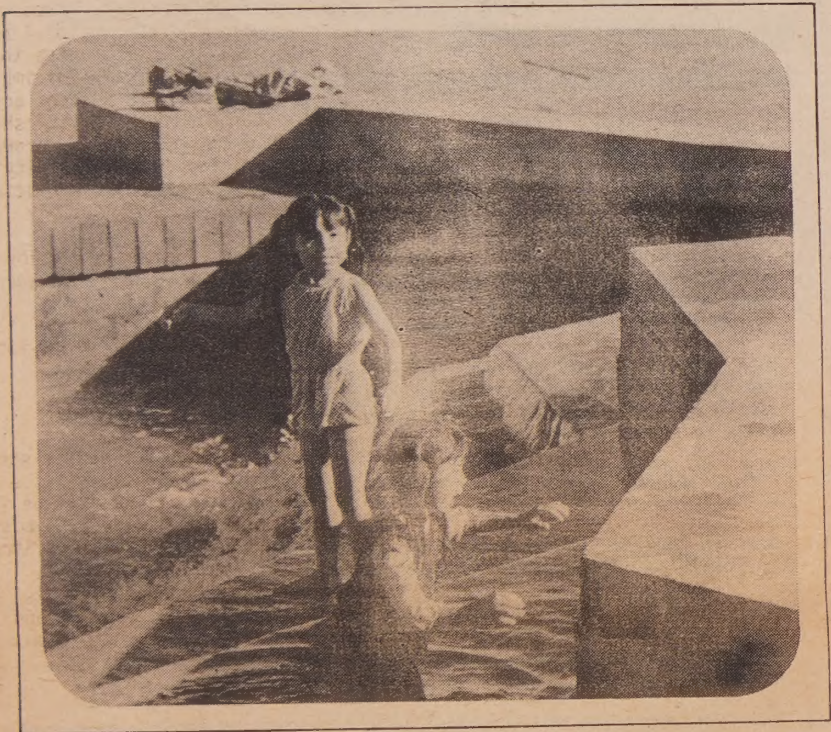
e. Airport Approach Zone

POLICIES:

1. The entire Airport Approach Zone will be designated as Industrial Park on the General Plan Land Use/Transportation Diagram. Vacant land shall be restricted in use to those allowed in the City's present I Zoning District and the IP Zoning Districts. New uses shall give appropriate consideration to adopted Airport Land Use Commission policies regarding "Catchment Areas", noise, and navigation easements.
2. Existing land uses will be allowed to continue in the Airport Approach Zone, but uses which do not conform to the Industrial Park designation will not be allowed to be substantially modified or expanded.
3. Lands acquired by the City pursuant to Federal grant provisions shall be used for open space purposes pending completion of the Airport Approach Zone study.
4. No new or expanded residential land uses will be allowed within the Airport Approach Zone study area.

4. Downtown Core Area

The fundamental goal of the Downtown section of the General Plan is economic revitalization of the core in order to create development opportunities, new jobs, new cultural, convention, and entertainment activities, expanded tax base and a new image and identity for the San Jose Metropolitan Area.



Downtown San Jose should be a focal point for the residents of the City. It should provide a source of identity to the community and be a central place for a variety of activities and an attractive place where people want to go and to which they have convenient access. Downtown San Jose should be developed on a human scale. Massive buildings and streets should not dominate. The goal should be an environment which puts first value on people.

The policies of this section are directed towards achievement of four related objectives:

- To develop a strong downtown core identity for San Jose
- Attract and support new economic development
- Improve access, circulation and parking
- Create an attractive urban environment for people to work and live in

a. Urban Design

POLICIES:

1. Development of the downtown should be sensitive to its historic background and should be guided toward recognizing areas of historic and local interest, and embellish rather than alter the present forms.
2. Maximize the City's investment of public funds by coordinating improvements and public services to change the environment of a given area so that it becomes an attraction for new development.
3. Encourage private development on the fringes of existing redevelopment project areas by the provision of amenities and services that complement redevelopment areas and are in keeping with the Land Use/Transportation Diagram.
4. Prepare a downtown urban design plan to guide and coordinate public and private development. This urban design plan will become an amendment to the General Plan of the City of San Jose.
5. Encourage diversified land uses which will contribute pedestrian activity to the downtown both day and night. Future decisions must be guided by the realization that an urban center, to be successful, must be a place where people interact continuously, both day and night. Therefore, all development proposals should be evaluated in terms of their contribution to such activity so that the exchange of information, goods and services can properly function in an area which is "alive".

6. The City Council should continue to develop strong policies encouraging high-rise development in the downtown Core Area in preference to outlying fringe areas.
7. Residents of adjacent areas should be consulted well in advance of any changes in the transportation system, parking plan, housing or land use which would affect their neighborhoods.
8. The City should work to recruit small as well as large businesses and developments in downtown San Jose. Such enterprises should receive assistance in location and relocation and such other aid as is provided major developers. The City should seek to provide retail and service facilities for residents within and adjacent to the downtown area. Such facilities should be actively recruited, encouraged and assisted.

b. Housing

1. Multi-family housing in combination with medium and high density commercial should be encouraged. However, in areas designated as "residential" by the Plan, residential shall be the predominant use. Provide for a well-balanced housing mix in terms of the age of the occupants, rent levels or sale prices.
2. As the community grows and relocations occur, the City should take great care to see that the "transition process" is accomplished in a coordinated and humane fashion consistent with state and Federal regulations.

c. Education and Culture

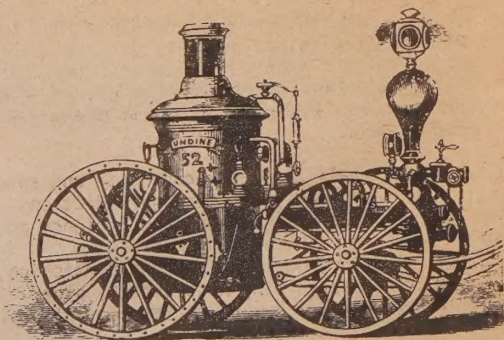
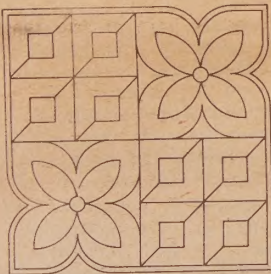
Encourage performing arts and cultural events throughout the Core Area with particular emphasis on a renewed exchange between the downtown and San Jose State University. Plans should also include informal happenings such as art shows, music events and street fairs. These events should take place in areas designed for pedestrian use.

d. Zoning

Establish a special zoning district which will allow combined uses of residential and commercial activity for the Core Area (under the current zoning ordinance residential and commercial mix must be accomplished under the Planned Development (PD) District).

5. Public Facilities and Services

Community facilities and services are important components of any City. Some are fundamental to urban life, while others, though desirable for cultural or educational enrichment, are not indispensable. Up to this time there has been no comprehensive effort to determine which facilities/services would appropriately be placed in each category in order to establish policies and implementation regarding the needs, priorities and standards acceptable in our community.



While the need for basic utilities such as water and sewers can be generally accepted, the increased demand for other services by a more expectant public is a continuing matter of discussion. Certain policies and ordinances including the Construction/Conveyance taxes and the Urban Development Policy have previously established linkages between the provision of facilities/services and the construction of new housing. However, growing public concern, especially as expressed by passage of the Measure "B" ordinance, provided the impetus for the City to identify and define necessary facilities and services and to suggest a timetable to be used in phasing their provision.

"Necessary" facilities/services are defined as those without which further development will not be allowed. A more specific subcategory of "essential" facilities/services refers to those to be provided first according to a suggested timetable. This desired or optimal sequence was formed to act as a guide to programming capital and service improvements, while recognizing that in some cases it will not be possible to provide facilities or services within the period indicated. Three general time frames exist within which specified facilities/services should be furnished. They are as follows:

Prior to New Development. Those services and facilities to be provided prior to new development relate to the safety of new construction or involve the acquisition of land or buildings. These services and facilities should be available at minimum acceptable levels of services.

Prior to Occupancy. Those services and facilities to be available prior to occupancy of new homes address health, safety, and welfare concerns of the new occupants. These services or facilities should be provided at a desirable level of service.

From Occupancy to Neighborhood Maturity. Several services and facilities will be provided at some time after occupancy of a new home. Provision of these services is not directly related to new construction or occupancy nor do they require the early acquisition of land to insure long-term service. Provision of many of these services requires a "threshold" population for their most efficient operation.

Attention should also be directed toward those facilities and services which may not be regarded as necessary but yet are extremely important in meeting the cultural, social and aesthetic needs of the population. The City can foster a greater cultural climate by providing opportunities for the free expression of the arts which can be experienced or originated by its citizenry. City owned facilities should be made easily available to the public for the presentation of its cultural and artistic endeavors. Large scale facilities such as the Performing Arts Center and Civic Auditorium should schedule a wide variety of programs to meet the needs of all members of the community.

GOAL: Maintain a coordinated plan for the provision of public and quasi-public services and facilities to provide for the health, safety and cultural needs of San Jose's population.

POLICIES:

1. The City Council, with citizen participation, shall adopt ordinances establishing standards for the basic services and facilities listed below within one (1) year of the date of adoption of the General Plan. The primary criteria for determining the standards for basic services and facilities shall be: (a) that which achieves the goals and policies contained in the General Plan 1975 and leads to the creation of a mature, stable community by 1990, and (b) that which creates a more efficient and effective government operation:

List of Basic Services and Facilities

Schools
Solid Waste Disposal
Water Supply and Distribution
Energy
Sewage Treatment
Sanitary Sewers
Police
Fire Prevention and Suppression
Parks Acquisition and Development
Streets
Utilities
Flood Control
Libraries
Recreation Programs
Public Transit
Air Quality
Low Income Housing
Human Services
Administrative Services
Emergency Facilities/Services
Storm Drainage
Communications System

The standards established shall be reviewed as part of the annual Urban Service Program.

2. The City shall give priority to providing services and facilities designed to serve existing needs and to prevent deterioration of existing levels of service.
3. New development must provide for its own basic services and facilities based on the standards established by the City, without placing additional burdens on the existing population.
4. The City shall develop annual service programs for each planning area outlining identified facility and service needs and also a program for satisfying them so that the minimum acceptable level of service will be met.
5. All public facilities installed by the City or other governmental agencies shall conform to the same standards imposed on private development.
6. The City shall promote reciprocity and consolidation of overlapping services between government jurisdictions, both countywide and regionally, where increases in efficiency and quality can be projected.
7. The City, through its Fine Arts Commission, shall encourage maximum use of its Performing Arts Center, other auditoria and museums, and shall underwrite a wide variety of cultural activities.
8. The City should consider the need for construction or acquisition of additional cultural facilities, including small and medium sized theatres, and a band shell.
9. The City shall encourage the school districts to include cultural awareness programs in their curricula.
10. The City shall consider the support of neighborhood arts programs through the utilization of its community centers.

6. Community Design

Community design pertains to the character of the City -- how it looks and how it feels. The design of the City is the result of a great many separate decisions. The public interest in community design is expressed through the standards and development controls used by the City to coordinate all of these decisions:

GOAL: Require the highest standards of architecture and design for all development, both public and private.

POLICIES:

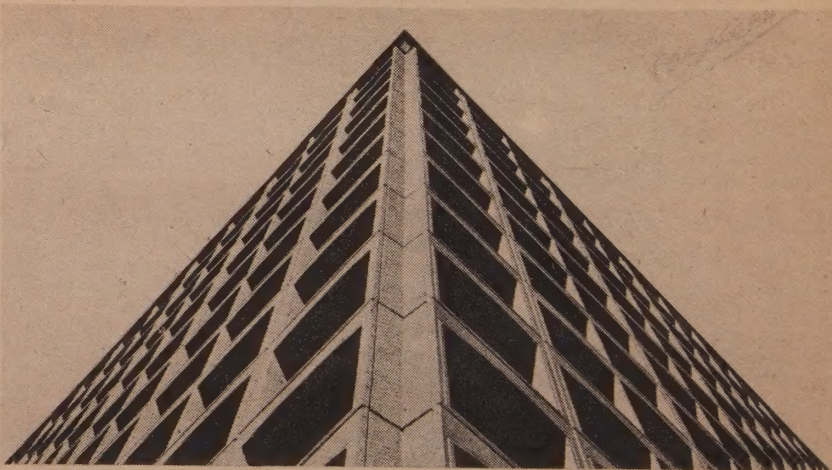
1. The City shall initiate a "community design element" and ordinances dealing with overall urban design of the City including architectural and site development, protection and development of neighborhood continuity, and proper transitional controls to protect and improve the areas where different types of land use are in close proximity (such as residential next to industrial).
2. The City shall continue to apply strong architectural controls on all types of development.

3. Zoning regulations should require, wherever appropriate, that private development include adequate landscaped open space, with proper maintenance provisions.
4. Residential development shall be designed with limited access to arterial streets as follows:
 - No direct frontage or access on six-lane arterials or within 350 feet of the intersection of two arterials.
 - Direct frontage or access elsewhere on four-lane arterials shall be strongly discouraged.

The use of frontage roads, corner lots, open-end cul-de-sacs or other design solutions shall be encouraged in preference.

5. Residential subdivisions shall be so designed as to provide only for internal circulation within neighborhoods and to prevent through traffic within neighborhoods.
6. Residential developments which are adjacent to parks or open spaces will be encouraged to provide direct access to, and common open space contiguous to, such areas.
7. Where multi-story structures are proposed to be developed adjacent to existing single-story residential structures, they shall be so designed or sited as not to intrude upon the privacy of the existing homes.
8. The City shall require the undergrounding of utility lines serving individual structures, and the undergrounding of all utilities in new development and redevelopment except when topographical or soil conditions on the site make undergrounding of distribution lines unreasonable or impractical, when existing overhead distribution lines within the site carry a voltage higher than 12 K.V., or when the undergrounding of distribution lines may be unreasonable or impractical because of existing overhead connections to properties across a public right-of-way from the site. In this case, the City shall require the applicant to facilitate future undergrounding through appropriate measures as deemed necessary by the City. The City shall also lend maximum support to programs for undergrounding existing overhead utilities.
9. Balanced with a proper concern for aesthetics, crime prevention through physical planning should be applied during the site and architectural review process.
10. The City shall continue to enforce a strong sign ordinance, with the program for elimination of non-conforming signs.
11. Billboards shall be strictly regulated.
12. Residential and commercial high rise development (defined as structures greater than three stories or 45 feet in height) shall be encouraged in the downtown Core Area and may be allowed in the following locations consistent with adopted Airport Land Use Commission policies: East of the Municipal Airport between North First Street and Guadalupe Parkway, in the immediate vicinity of Civic Center, along the Alameda, between Highway 17 and Race Street, the area bounded by Stevens Creek and Winchester Boulevards and Freeways 280 and 17, the intersection of Saratoga and Hamilton Avenues, and the south side of Tully Road, between King and Quimby Roads.

The following considerations shall be applied in City review of any proposed high-rise development outside the downtown Core Area (in the above locations):



- Consideration will be given to the potential effects of a proposed high-rise development outside the Core, on the City's Core Area revitalization objectives. An institutional or quasi-public use such as a hospital, may be more appropriate outside the Core and will not affect Core Area revitalization. A single tenant, special-use high-rise might be appropriate in or out of the Core and would not necessarily detract from revitalization objectives. High-rise offices with multiple tenants would generally be more appropriate in the Core Area.
- Consideration shall be given to the locational flexibility of the proposed development. Uses differ as to whether they typically seek central locations, non-central locations, or exhibit no particular preference.
- Uses which have a high employment density or are otherwise heavy trip generators should be located in close proximity to points of access to existing or future mass transit systems.
- Traffic congestion fostered by proposed high rise development shall be given careful consideration and where the negative impact cannot be mitigated, the proposed development shall not be approved.

7. Impact of Community Development Policies

Application of the Community Development policies will tend to provide an environmentally sound community having a balanced composition of industrial, commercial, residential, and public land uses.

Development policies which offer the opportunity for equity among persons as to location, public amenities, ethnic, economic and age mix, will enhance the community-at-large quality and tend to reduce social problems in the long term. These policies, however, will have very limited beneficial impact upon housing unless there is substantial subsidy.

While energy conservation considerations are implicit in the policies which allow high residential densities to be distributed along major arterial streets, major transportation routes, commercial developments, employment and recreation centers, care will be required to prevent a heightened energy consumption resulting from a policy which may not concentrate high density residential development.

Encouraging regional-scale commercial development to locate in the downtown Core Area will assist other community, cultural, economic and identity goals. The encouragement, however, of short-term use parking facilities in the downtown Core Area increases automobile use; negating other equal and opposite efforts to reduce energy consumption and air pollution.

The short term effects of the Urban Development Policy requiring developers to be responsible for new municipal capital facilities may tend to slow development with accompanying adverse economic and social impact. The supply of low cost housing will be reduced as competition for older housing increases, making such housing less attainable by low income families.

The long term effects of the Community Development Policies are, on balance, deemed to be environmentally sound. To disregard these policies would be economically, culturally and socially very costly. Considerate and careful application is required due to the fine line dividing adverse and beneficial consequence of certain of these policies.

D. Transportation

The adequacy of the transportation plan should be measured by its effectiveness in satisfactorily resolving the problems and issues as identified earlier in the General Plan revision process. Community-wide issues regarding person travel and goods movement and the responses to these issues are identified below and in the policies themselves:

Should we plan for transportation right-of-way that may be needed beyond the fifteen year planning period? In order to plan for the transportation needs associated with development and redevelopment after 1990, wherever appropriate and feasible, the width of planned travel rights-of-way are designed to accommodate increases in travel beyond the fifteen year planning period.

What should be the acceptable service level of travel congestion? The overall performance of the street's system during peak travel periods will be within the "level of service D" range. Similar to today, selected intersections and sections of freeways will experience "level of service E" congestion. It is estimated that specialized transit service within transit corridors will mitigate the overall congestion of the street system.

What steps should be taken to develop a dependable transit system that has a net impact of reducing the cost of transportation? The Plan assumes a significant expansion of the bus fleet in order to serve at least fifteen percent of the peak hour travel. This expansion should be in increments consistent with the availability of funds to operate the system. Concurrently, right-of-way for transit corridors will be preserved. The development of the special services and/or facilities within these corridors will be in cooperation with other public agencies.

What is the priority of improving inter-County accessibility? The Plan is oriented to provide an improved mobility for intra-county trips through the completion of the City's thoroughfare system, an increase in local (intra-County) transit service, and the promotion of bicycle usage. Specific improvements that are strong inducements for long-distance travel (inter-County), such as the extension of BART, have not been defined although the corridors have been identified.

What effect does the possible shortage of petroleum resources have on San Jose's transportation? It is estimated that the net impact of the Plan will be to maintain or slightly decrease the City's existing consumption of petroleum attributable to transportation. The Plan contains strategies to increase auto-occupancy, increase the level of transit service, and decrease the length of trips through the location of employment opportunities closer to employee populations. These components tend to cancel the increase in travel associated with the increase in population.

What can be done to minimize the air-pollution attributed to our transportation? It is estimated that the net impact of the Plan will be to maintain or slightly decrease the existing pollution emittants attributed to transportation. The reasons are basically the same as described above. (See "Energy and Pollution Impacts", page 45.)

How can we provide an equal opportunity for travel to the elderly, handicapped, young, and poor? The Plan assumes an increase of more than 600% in the existing County-wide bus system. This increase in public facilities will provide an alternative mode of travel for all and a significant improvement in the opportunities for travel to those without direct access to the automobile, including the elderly, handicapped, young, and poor.

What should be done to assure that transportation systems do not have a significant negative impact on local neighborhoods? Many thoroughfare improvements such as street-widenings or connections that were determined to have a direct negative impact on the adjacent land uses that were not mitigable or offset by other benefits, were deleted from the thoroughfare system. For streets that exhibit a potential for excessive traffic relative to adjacent land use, and where suitable alternatives are available, the Plan recommends the use of appropriate traffic operations techniques to discourage through traffic and unsafe speeds.

What are the acceptable changes in our lifestyle that should be assumed as part of an overall transportation strategy? The Plan is based on the assumption that residents of San Jose will desire to retain the same level of mobility that exists today and that only reasonable changes to existing travel patterns will be acceptable. Specifically, the Plan contains

strategies designed to increase the auto-occupancy for work trips by at least ten percent -- a level that existed during the 1960's, and the staggering of work hours to reduce peak-hour traffic flow.

Several issues were identified relating to the movement of goods by truck and rail. These problems are addressed in the policies. What can be done to decrease the negative impacts of truck traffic on neighborhoods? How is it possible to provide adequate loading and unloading facilities for trucks that will not interfere with traffic? What steps can be taken to reduce the negative effect of railroads on neighborhoods? What can be done to decrease the potential for accidents between trains and highway vehicles? What steps can be taken to reduce highway traffic delays caused by trains?



1. Goals

GENERAL GOAL: Provide safe, effective, environmentally responsive systems for the movement of people and goods. More specifically:

GOAL A: Provide safe and efficient access to land uses in a manner that fosters City policy for the rate and intensity of urban development:

1. Direct future development to proceed in an orderly manner to achieve a balance between land use and transportation systems.
2. Maximize convenience and safety for users of all transportation modes.
3. Without adversely impacting residential communities, minimize travel time between trip origins and destinations.
4. Maximize the use of existing streets by utilizing dedicated rights-of-way in preference to street widenings.
5. Promote local transportation facilities which will encourage development in those industrial reserves to provide convenient employment for community residents.
6. Integrate the staged development of transportation facilities with those of all City services.
7. Provide transportation facilities that will enhance San Jose's downtown development policies.

GOAL B: Conserve the physical environment including both man-made and natural resources and amenities:

8. Reduce the amount of air pollution attributed to transportation sources to safe health standards.
9. Reduce transportation related noise to levels compatible with various land uses and appropriate standards of health and safety.
10. Strive for maximum efficient use of energy resources when considering alternative transportation facilities.
11. Minimize the visual impact from construction of transportation facilities.

GOAL C: Provide personal mobility such that all residents can fully participate in and enjoy the benefits of community life:

12. Optimize urban mobility in order to maintain the viability and economic soundness of the City.
13. Provide adequate mobility for all including the handicapped, the elderly, the young, and the transit dependent.

GOAL D: Promote a transportation system which enhances the social environment and fosters compatibility and balance with our community life style:

14. Maintain an acceptable level of personal safety on public transportation conveyances.
15. Minimize the disruption of neighborhoods attributable to transportation facilities and operations.

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2. Person Travel

a. Thoroughfares

OBJECTIVE: To preserve adequate right-of-way for existing and future travel demands and to improve the thoroughfares as warranted by prevailing conditions.

POLICIES:

1. Thoroughfares shall be defined as all public right-of-way dedicated for the use of inter-neighborhood movement of people and goods. All thoroughfares shall be considered as possible routes for transit, bicycles, pedestrians and automobiles.
2. Well designed and located throughfares which adequately meet the demand for intra-County trips shall be encouraged. Thoroughfare right-of-way dimensions shall be based on trip demands; appropriate right-of-way and improvements shall be dedicated and constructed as development occurs.
3. Thoroughfare capacity shall be optimized through such devices as signal timing and on-street parking restrictions rather than by street widening.
4. Residential development shall be designed with limited access to arterial streets as follows:
 - No direct frontage or access on six-lane arterials or within 350 feet of the intersection of two arterials.
 - Direct frontage or access elsewhere on four-lane arterials shall be strongly discouraged.
5. Local streets should be designed to discourage through traffic and unsafe speeds. Where such conditions exist, law enforcement and traffic operations techniques shall be used to discourage them.
6. The minimum overall performance of City streets during peak travel periods shall be "level of service D".
7. Elementary (K-6) and junior high schools shall be discouraged from locating adjacent to arterial streets and arterial streets should be discouraged from locating near elementary and junior high schools.
8. Priority use of thoroughfares shall be assigned for the movement of vehicles as opposed to parking or stopping.
9. In developed areas, priority shall be given to maximizing usage of existing thoroughfare rights-of-way as opposed to street widening.

b. Public Transit

OBJECTIVE: To develop a public transit system that provides mobility to all the City's residents and reduces automobile congestion; and to do so in stages that are within the capabilities of the community.



POLICIES:

1. The City shall support one or more public transit systems capable of accommodating at least fifteen percent of peak travel period demand by 1990.
2. Public subsidization of public transit shall be supported when needed.
3. The City shall cooperate with other transportation agencies to assure that all residents have adequate access to public transit as an alternative to the automobile.
4. The City shall cooperate with the Santa Clara County Transit District and other transportation agencies to develop corridor transit service, and to provide convenient transfers between public transit systems and other modes of travel.
5. An efficient and attractive public transit system which meets the travel demand at major activity centers shall be encouraged; with central San Jose, the municipal airport, and the Civic Center being given priority attention.
6. Privately owned transit systems, including taxicabs, Greyhound Bus, Southern Pacific and others shall be encouraged to interface with the public transit system.

c. Travel Control

OBJECTIVE: To promote economical programs to modify the travel behavior of residents consistent with the overall values of the community.

POLICIES:

1. Programs to reduce the percentage of total daily work trips generated during the 4:30 - 5:30 p.m. peak hour travel period and to evenly disperse such trips over a two to three hour period shall be promoted.
2. Programs to increase average auto occupancy shall be promoted; an objective of such programs being to increase the average auto occupancy for work trips by at least ten percent during the peak travel periods.
3. The City shall support State and Federal legislation and programs to develop viable alternative power sources to the internal combustion engine.

d. Bicycle Plan

OBJECTIVE: To develop a safe, direct, and well maintained bikeway system; and to provide safe and adequate bicycle parking facilities.

POLICIES:

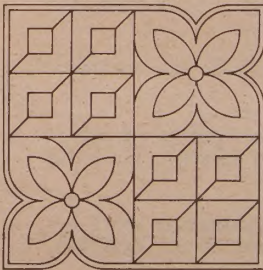
1. A system of bicycle routes shall be developed in order to promote the use of the bicycle as an alternative mode of transportation; and to encourage its use for commuting as well as recreational purposes.
2. Bike paths shall be wide enough for use by emergency vehicles where other emergency routes do not exist, and shall be located and designed to enhance the personal safety of cyclists.
3. Adequate right-of-way and improvements for bike lanes shall be included in all future street dedications.
4. The removal or restriction of existing on-street parking in order to accommodate bike lanes shall be implemented if all other appropriate street modifications are determined as not feasible.
5. Safe and adequate bike parking facilities shall be required at the following: transportation centers, public parks and recreation areas, and other non-residential locations.
6. The City shall cooperate with the County in designing and constructing bike routes.
7. An educational program on the safe and correct use of bicycles shall be sponsored by the City.
8. A bicycle law enforcement program to complement the educational program shall be executed by the City.
9. Bicycle facilities should be consistent with the objectives for utilization of the Baylands.

e. Pedestrian Mobility

OBJECTIVE: To develop safe and pleasant pedestrian facilities that provide direct and convenient pedestrian movement and that are designed to serve all segments of the public including the young, the aged, and the handicapped.

POLICIES:

1. Pedestrian movement shall be encouraged as a viable mode of travel throughout the City by providing pedestrian facilities that are direct and convenient; in particular, pedestrian facilities in downtown San Jose such as malls and other pedestrian-oriented spaces.
2. Safe mobility for the physically handicapped shall be considered in the design of all public facilities.



3. Since the majority of pedestrian/motor vehicle accidents are caused by unsafe pedestrian behavior, an active pedestrian safety education program for the general public, and in particular, the very young and the elderly, shall be fostered.
4. Safe and direct pedestrian accessibility shall be provided between residential areas, schools, parks and shopping areas in both new and existing urban areas.
5. Proper ramp facilities from sidewalk to roadway shall be constructed in conformance with existing wheelchair ramp policy to facilitate access for the handicapped.
6. Signal timing shall be designed for the safe movement of the aged and the handicapped at all locations where there is a need.

f. Parking

OBJECTIVE: To provide adequate parking facilities on a citywide basis through the cooperation of public and private enterprise; parking control measures to reinforce related transportation goals.

POLICIES:

- 1. Adequate off-street parking shall be required at all future developments. The adequacy and appropriateness of parking requirements in the Zoning Code shall be reviewed regularly.
- 2. Joint use parking facilities shall be encouraged in private developments.
- 3. Reserved preferred parking for the handicapped shall be allocated at all public off-street parking sites.
- 4. Public parking facilities shall be located and designed so that a maximum number of land use activities may utilize the facility, and maximum utilization can occur throughout a 24-hour day.
- 5. Multiple occupancy vehicles should be given preference in terms of parking space location, reduced parking fees, and other such incentives.
- 6. Parking facilities shall reflect changing automobile design standards with respect to average size and weight.
- 7. The downtown parking rate structure should be utilized to maximize the use of existing internal parking facilities for short term parking and to encourage the development of peripheral parking.

3. Goods Movement

a. Rail

OBJECTIVE: To provide rail accessibility to industrial areas and to minimize the conflict with other transportation operations.

POLICIES:

- 1. Whenever possible, grade separation of main line railroads and major arterial streets, particularly those of six lanes or more, shall be provided. The City shall make maximum use of available State and Federal funds for railroad crossings, and insure that the railroads pay their equitable share of any such projects.
- 2. The City shall continue as rapidly as possible with its program of upgrading safety equipment at railroad crossings.
- 3. The City shall take appropriate action to minimize the occurrence of unnecessary traffic delays caused by trains by immediately bringing such occurrences to the attention of the appropriate railroad and, if necessary, the Public Utilities Commission.
- 4. The City shall make every effort to see that the railroads fulfill their obligation to maintain the rail crossings.
- 5. The City shall consider the economic and environmental impacts of any decision regarding rail routing, including air and noise pollution, the disruption or splitting of neighborhoods, the demand for railroad service, and access conditions for motor vehicles and pedestrians.

b. Truck

OBJECTIVE: To provide safe and efficient movement of truck traffic, and to mitigate the impact of trucks on residential streets.

POLICIES:

- 1. Utilization of State freeways, County expressways, and six-lane arterial streets shall be promoted for through truck traffic. Trucks shall be encouraged to use those routes least objectionable to residential areas.
- 2. Truck traffic and truck parking shall be barred from those residential streets where a study indicates that such conditions foster excessive safety, noise, vibration, odorous, aesthetics, or maintenance problems. Appropriate performance criteria shall be established and enforced.
- 3. Overnight truck parking shall only be allowed in industrial and/or commercial districts. In no case, however, shall it be allowed opposite residential frontage.
- 4. The City shall employ appropriate means to minimize the emittance of dust and debris from trucks.
- 5. Industrial and commercial sites shall be planned so that truck access through residential areas is minimized in general, and eliminated entirely on two-lane streets.
- 6. Off-street facilities for freight loading and unloading shall be required at all new developments, and encouraged at all existing developments.
- 7. Off peak-hour freight deliveries shall be encouraged Citywide and required where no off-street dock facilities exist.
- 8. On-street loading and unloading at existing locations which blocks through traffic shall not be allowed during peak travel periods.
- 9. A master truck routes system should be established for San Jose.

4. Air Transportation

OBJECTIVES:

- 1. To provide general aviation facilities and promote airline services to meet the present and future air transportation needs of local residents and operate the Airport in compliance with Federal, State and local regulations.
- 2. To plan for the long-range improvement of facilities at the existing airport to accommodate future needs.
- 3. To ensure compatible land uses in the vicinity of the Airport.



5. Downtown Core Area Transportation

OBJECTIVE: To provide comprehensive transportation facilities to sustain redevelopment of downtown San Jose. These transportation facilities should improve access and parking, and reduce through traffic and internal congestion.

POLICIES:

a. Automobile Traffic

The use of the automobile in downtown San Jose shall be directed to achieve a people-oriented area:

- 1. Locate internal parking facilities as close to short-term parking demands as possible without causing excessive traffic congestion or interference with pedestrian movement.
- 2. Discourage the use of local and collector streets for through traffic by circulation design and proper application of traffic operation techniques.
- 3. Promote the use of indented curbs, where adequate pedestrian facilities exist, for buses, taxis, and other short term parking.
- 4. Encourage staggered work hours.
- 5. Develop incentive programs to increase automobile occupancy.
- 6. Provide adequate facilities to handle traffic on through streets including:
 - right-of-way
 - sight distance
 - lighting
 - transit lanes
 - speed limits
 - signing
- 7. Divert through traffic around the Core Area to the perimeter transportation network and to freeways. The necessary circulation and distribution of traffic for the downtown from the adjacent freeways should be supplemented by a frontage road system. Such frontage roads would relieve some streets of vehicular congestion thus making more interior streets available for increased pedestrian use. Frontage roads should lead directly to major vehicular streets which lead to parking.
- 8. Insure that developments on properties abutting major thoroughfares include adequate off-street facilities for short term parking demand within reasonable walking distances, or insure that such developments will be low trip generators.

b. Truck Traffic

Truck traffic shall be encouraged to remain on through corridors, and to operate to minimize conflicts with other transportation operations:

- 1. Encourage off peak-hour freight deliveries.
- 2. Require off-street loading in new developments and encourage such loading at existing developments.
- 3. Encourage efficient innovative goods delivery systems including adequate interface with other modes, consolidation terminals, containerization, and indented curbs.

c. Transit

Downtown public transportation shall offer mobility to all population segments, especially the transit dependent. Transit systems shall be safe, comfortable, and convenient, and have minimum negative impact upon other travel modes and adjoining land uses:

- 1. Develop optimum public transit within the Core and to outlying areas; and consider demonstration transit operations to connect with the remaining transit systems in the Santa Clara Valley and to the regional rapid transit system.
- 2. Maintain a policy of continuously improving transit facilities as a viable alternative to the automobile.
- 3. Maintain high levels of service to the "latent demand" segment of the population, especially the transit dependent, young, elderly, and handicapped.
- 4. Improve transit links between the Civic Center, the Airport and downtown.
- 5. Emphasize two major transit corridors servicing the downtown Core Area: the north-south corridor of First Street and the east-west corridor of Santa Clara Street and San Carlos Street.

- 6. Investigate the possibility of exclusive transit facilities such as bus lanes, people movers, and fixed guideways.
- 7. Encourage implementation of shuttle services between peripheral parking areas and downtown.
- 8. Locate mass transit stops to encourage interfacing with automobile and bicycle parking facilities, and other transportation facilities.
- 9. Require new developments to share the cost of adjacent bus shelter and bike parking facilities.
- 10. Consider implementation of special transit services for off-peak hour events.

d. Pedestrian Traffic

Pedestrian traffic shall be encouraged through provision of pedestrian corridors, malls, open space areas, and other amenities. Retail development should be situated along pedestrian corridors; and all pedestrian corridors should be convenient to transit and parking facilities:

- 1. Require new downtown developments to maintain a certain percentage of open space, preferably at street level.
- 2. Provide landscaping treatment along pedestrian ways with natural or man-made barriers to vehicular traffic.
- 3. Plan public improvements along the pedestrian corridors to include street furniture, pedestrian level lighting, clocks, fountains and other attractions for people moving through the Core Area on foot.
- 4. Encourage pedestrian-oriented open air activities such as concerts, especially along malls and in parks.
- 5. Design all pedestrian ways to incorporate adequate safety and mobility features for all, especially the handicapped.
- 6. Provide adequate access facilities into all new buildings for the handicapped.
- 7. Prohibit sidewalk elevators in areas of high pedestrian usage.
- 8. Create a pedestrian space along First Street where vehicle travel is minimized.

e. Bicycle Traffic

The bicycle shall be promoted as an alternative mode of transportation downtown through the provision of appropriate bicycle facilities.

- 1. Link major activity centers with bikeways.
- 2. Provide bike paths wide enough for use by emergency vehicles.
- 3. Assess improvement costs for critical bikeway links to developer(s) at time of development.
- 4. Provide bicycle parking facilities in conjunction with automobile parking, transit facilities, parks, recreational facilities, and private projects.
- 5. Require bicycle parking in conjunction with new commercial/retail facilities when appropriate.



f. Automobile Parking

Major parking facilities accessible to the perimeter transportation network shall be provided on the fringe of downtown. Sequencing of fringe parking and availability of people moving systems shall be considered in the evaluation of all parking proposals. Internal parking facilities shall be designed to encourage short term use while recognizing their impact on the total transportation system:

- 1. Remove as much long-term parking as feasible to fringe facilities.
- 2. Remove curb parking from major thoroughfares and from street frontages adjacent to new development.
- 3. Design parking facilities to serve a variety of land uses.
- 4. Reflect changing automobile design standards with respect to average size and weight.
- 5. Encourage construction of parking facilities through private, quasi-public, and public ventures, (i.e., merchant associations or combination municipal-private development).

- 6. Integrate short-term parking into new buildings to provide more convenient parking close to parking generators at the time the generator is established.
- 7. Encourage parking price incentives to increase auto occupancy.
- 8. Incorporate adequate ingress/egress points for off-street parking facilities to ensure minimum impact upon City streets through:

- Adequate stacking space off-street
- Exit metering
- Mid-block access points
- Exits and entrances on opposite sides of the facility

- 9. Restrict curb parking during peak hours where necessary.
- 10. Encourage stricter enforcement of double parked trucks and autos at loading zones.
- 11. Use "paired" on-street parking stalls (pairs of nineteen foot stalls separated by eight feet of red curbs) in high turnover areas.
- 12. Follow a standard set of criteria for the issuance of warrants for loading zone installation. For example:
 - Requiring more than one business to use each loading zone or having a single business occupy a minimum percentage of the block face.
 - Setting a lower limit on the amount of stops that would occur at any one zone during a specified time limit.
 - Requiring on-street vehicular volumes to be below a certain level, or congestion factors (as measured by speed and delay runs) being within an acceptable range.
- 13. Encourage the provision of adequate parking for campus oriented traffic; and insure that such traffic does not interfere with internal downtown activity.
- 14. San Jose State University has the primary responsibility for providing parking for the students. The City should cooperate with the University in these efforts and should consider alternative solutions to the problem.

II. LAND USE DIAGRAM

A. Plan Development Process

1. City Form and Size Alternative Evaluation and Selection

The issue of growth was a central one in the development of this General Plan. A basic premise was that planned growth, of whatever nature and magnitude, is generally more beneficial than growth which simply occurs; and that the magnitude and location of growth is of direct concern to the residents and taxpayers of the City. The process of planning for growth consisted of identifying and evaluating a large number of "City form and size" alternatives, choosing from those alternatives the ones meriting more detailed study, selecting two alternatives to be translated into preliminary "land use and transportation diagrams" and deciding on the preferred land use/transportation diagram.

The City form and size alternatives were based on four different assumptions as to population growth within San Jose's sphere of influence from 1975 to 1990, and three possibilities as to the geographic size (extent) of the City by 1990. The potential population levels were zero growth (643,000), moderate growth, (795,000), high growth (878,000) and maximum growth (1,036,000). The geographic options analyzed were the sphere of influence as defined by the outer-most planning area boundaries; the valley floor within the sphere of influence up to the fifteen percent slope line; and the valley floor up to the fifteen percent slope line excluding Coyote Valley. Combining these alternatives for size and form resulted in twelve distinct alternatives as follows:

		Geographic Size (development container)		
		A Sphere of Influence	B Valley Floor up to 15% slope	C Valley Floor excluding Coyote
Population Levels				
I	Zero Growth (643,000)	I A	I B	I C
II	Moderate Growth (795,000)	II A	II B	II C
III	High Growth (878,000)	III A	III B	III C
IV	Maximum Growth (1,036,000)	IV A	IV B	IV C

The twelve alternatives were subjected to a preliminary analysis based on six factors: (1) Location of urban development, (2) and consumption, (3) relationship to existing General Plan density, (4) general economic implications, (5) environmental implications, and (6) governmental action required. As a result of this analysis, the three zero growth alternatives were eliminated from further consideration due to the governmental actions required for their achievement. Although some members of the General Plan Coordinating Committee considered zero growth to be desirable, the legal, political and practical implications of such an alternative were deemed unacceptable. The maximum growth alternatives for the valley floor, with and without Coyote, were both eliminated because of severe environmental implications, extreme increases in density and an overall deterioration of the quality of life that would result. Three additional alternatives were eliminated (moderate growth-sphere of influence, high growth-sphere of influence, and high growth-valley floor) because it was felt that a detailed analysis of the four remaining alternatives would be sufficient to make a rational choice of form and size even if it were determined that the most appropriate alternative was not one of the alternatives chosen for study.

The four alternatives selected for more detailed analysis were: (1) Moderate growth (795,000 by 1990) on the valley floor, (2) Moderate growth (795,000 by 1990) on the valley floor excluding Coyote, (3) High growth (878,000 by 1990) on the valley floor excluding Coyote, and (4) Maximum growth (1,036,000 by 1990) within San Jose's sphere of influence. Each of the four alternatives was compared as to its compatibility with existing City goals and policies, specifically those dealing with environmental quality, community development and transportation. Also considered was the relationship of the alternatives to specific issues and concerns raised by the Coordinating Committee, including concerns as to community identity, a balanced community, the timing of new development and public services, air quality, and energy consumption. Because San Jose does not exist in a vacuum, various regional and external considerations were taken into account such as State and County transportation plans, Santa Clara Valley Water District water supply policies, and ABAG regional plans.

Each of the alternatives was also analyzed as to the public facilities and services which would be required. Estimates of capital and annual operating costs were developed. These were compared with the average density of development, given the population level to be accommodated and the amount of land available to be developed within the given geographic "container". A detailed environmental analysis was performed to compare, for each alternative, the impact of development on "unsuitable" lands and the average densities that would result if no development occurred on "unsuitable" lands.

Based on these comparisons, the high and the maximum growth options were deemed undesirable. Maximum growth was felt to be simply too much growth; it would be too costly in terms of environmental quality and public facilities, including the transportation requirements of such a dispersed pattern of urbanization. The high growth alternative was rejected because

of the public costs associated with that much growth, as well as the fact that the densities required to house the population within the valley floor excluding Coyote would be appreciably higher than current typical densities. It was the consensus of City Staff and the General Plan Coordinating Committee that 795,000 population within the City's sphere of influence was the maximum which should be planned for in the next fifteen years.

Two preliminary land use/transportation diagrams were then developed; one including urbanization in Coyote, the other excluding it, both accommodating a population of approximately 795,000. The General Plan 1975 Fiscal Analysis, prepared by the Office of Assistant City Manager, evaluated capital and operating costs associated with the two alternatives.

The analysis of a specific land use arrangement and transportation system was far more detailed than was possible when dealing only with aggregate population levels within large geographic areas. Two major conclusions emerged: (1) the City would face great difficulty in serving a population as large as 795,000 in light of projected costs and revenues and (2) the disadvantages of urbanization in Coyote within the next fifteen years far outweigh the benefits to the community as a whole. Some of the specific reasons why urbanization of Coyote was not recommended are:

- Substantial population growth can be accommodated at reasonable densities without Coyote.
- Sufficient land for economic development is available within the existing urbanized area. The preliminary version of the Land Use Diagram provided for very substantial industrial and commercial growth, with land remaining for industrial development beyond 1990. Revisions in the preliminary plan resulted

FIGURE 18
GENERAL PLAN LAND USE COMPOSITION: EXISTING & PLANNED (Net Acres)

PLANNING AREA	EXISTING ^a				ULTIMATE ^b			
	Sing. Fam. Residential	Multi. Fam. Residential	Commercial	Industrial	Sing. Fam. Residential	Multi. Fam. Residential	Commercial	Industrial
Almaden	1694.61	30.37	21.16	63.85	3719.7	57.43	46.44	86.1
Alum Rock	3423.64	408.27	363.79	373.04	4606.1	633.35	457.8	611.07
Alviso	56.98	3.61	9.93	1558.30	56.98	3.61	12.94	2503.44
Berryessa	1947.43	80.49	72.41	365.09	2793.91	169.51	119.96	1589.55
Cam/Pioneer	2209.59	193.21	227.64	26.35	2405.39	374.53	292.52	26.35
Central	1983.11	577.04	543.06	738.05	2000.98	628.85	566.4	871.01
Coyote	72.68	.23	19.76	117.78	832.71	.23	19.76	388.78
Edenvale	3380.62	261.82	247.59	264.28	5084.54	709.36	401.47	1409.56
Evergreen	970.05	180.64	159.91	60.12	4055.75	368.86	305.21	136.87
North San Jose	149.67	15.13	143.98	1238.33	169.77	640.28	269.04	2607.75
South San Jose	1314.38	212.89	236.41	667.30	1905.31	415.22	314.31	1255.1
West Valley	3390.79	692.96	557.12	101.03	3508.62	789.72	631.45	101.03
Willow Glen	3544.74	428.65	316.12	70.49	3662.39	540.92	392.91	73.62
Calero/San Felipe	----- NO SIGNIFICANT AMOUNT -----				----- NO SIGNIFICANT AMOUNT -----			
CITYWIDE TOTAL	24138.29	3085.31	2918.88	5644.01	34802.15	5331.87	3830.21	11660.23

SOURCE: City of San Jose, Planning Department

a. Existing developed acreage as of 12/31/74. Acreage developed since that time is included in ULTIMATE.

b. Includes all land designated for these uses on the Land Use/Transportation Diagram even if it is not expected to develop in the time frame of this plan.

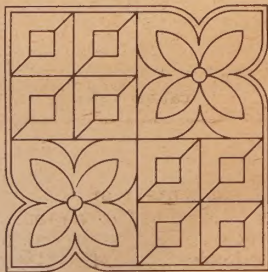


FIGURE 19
POPULATION AND DWELLING UNIT HOLDING CAPACITY

PLANNING AREA	EXISTING: 1975				1975-1990 INCREASE				1990 TOTALS			
	Dwelling Units		Totals		Dwelling Units		Total Increase		Dwelling Units		Pop.	
	Single-family	%	Multi-family	%	Single-family	%	Multi-family	%	Single-family	%	Multi-family	%
ALMADEN	6,208	99%	74	1%	3,885	90%	441	10%	10,093	95%	515	5%
ALUM ROCK	20,049	77%	5,891	23%	5,382	57%	4,056	43%	25,431	72%	9,947	28%
ALVISO	363	90%	42	10%	a		a		363	90%	42	10%
BERRYESSA	11,428	94%	681	6%	3,138	65%	1,709	35%	14,566	86%	2,390	14%
CAMBRIAN/PIONEER	14,450	84%	2,730	16%	1,238	25%	3,636	75%	15,688	71%	6,366	29%
CENTRAL SAN JOSE	16,506	51%	15,677	49%	122	4%	2,810	96%	16,628	47%	18,487	53%
COYOTE	316	93%	25	7%	152 ^b		--		468	95%	25	5%
EDENVALE	21,664	88%	3,064	12%	8,999	55%	7,237	45%	30,663	75%	10,301	25%
EVERGREEN	6,667	89%	857	11%	11,769	76%	3,634	24%	18,436	80%	4,491	20%
NORTH SAN JOSE	1,065	65%	242	35%	131	2%	7,502	98%	1,196	13%	7,744	87%
SOUTH SAN JOSE	10,451	78%	2,866	22%	3,636	48%	3,862	52%	14,087	68%	6,728	32%
WEST VALLEY	26,334	78%	14,303	22%	765	25%	2,339	75%	27,099	62%	16,642	38%
WILLOW GLEN	20,191	74%	7,133	26%	667	23%	2,213	77%	20,858	69%	9,346	31%
CALERO/SAN FELIPE	159	99%	2	1%	c		c		159	99%	2	1%
CITYWIDE TOTALS	155,851	74%	53,587	26%	39,884	50%	39,439	50%	195,735	68%	93,026	32%

SOURCE: City of San Jose Planning Department

a. No increase in population or dwelling units is projected for Alviso.

b. Theoretical maximum in areas designated Rural Residential.

c. Negligible new dwelling units consistent with Non-Urban Hillside designation.

d. The 1990 population total reflects the fact that fewer people will reside in the existing housing stock due to declining household sizes.

in there being an even greater amount of land planned for industrial development in the Plan now.

- The needs and priorities of the existing urban areas should take precedence over Coyote. None of the City's problems can be solved by leaving the present urbanized area "unfinished" and inadequately served, and embarking upon urbanization of a "virgin" area. Any public funds spent on urbanization in Coyote would be at the expense of other areas of the City.
- Urban conservation and central City renewal will be encouraged by in-filling of the existing urbanized area. If the City's limited resources are concentrated on the area which has been built and that which is committed, its investment will be maximized and a livable, well-capitalized city will result.

To arrive at a General Plan which was feasible, the refinements to the preliminary draft Plan included reducing the population holding capacity by increasing the amount of land planned for industrial use. (The population level being planned for is approximately 789,000.) The new industrial areas were located in the Edenvale and South San Jose areas so as to reduce the amount of work-related trips, and consequent congestion, in the northern part of the City and County. The planned population level of 789,000 in 1990 is considered to be San Jose's optimum population

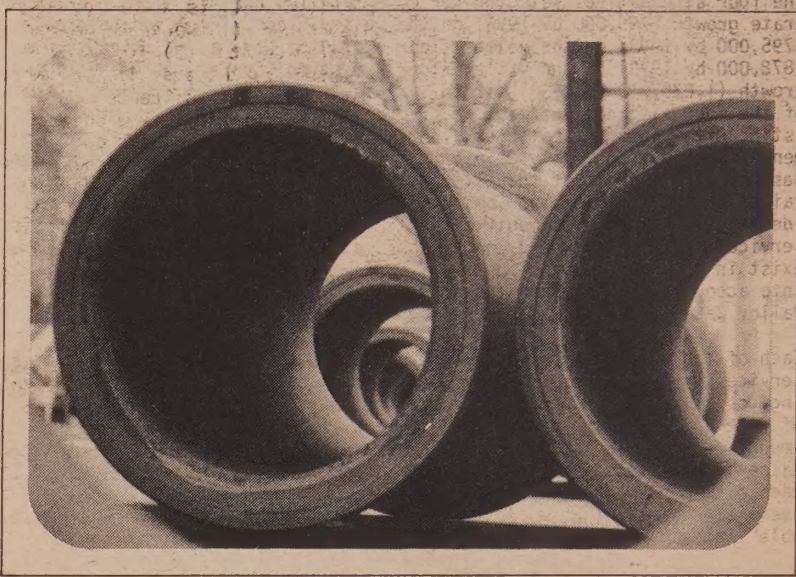


FIGURE 20 PROJECTED EMPLOYMENT GROWTH 1975-1990^a

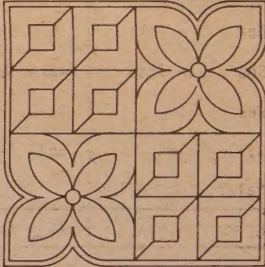
PLANNING AREA	EMPLOYMENT CATEGORIES							TOTALS
	MANUFACTURE	WHOLESALE	RETAIL	SERVICES	TCU & C	GOV'T.	F.I. & R.E.	
ALMADEN	316	190	243	222	32	273	79	1,355
ALUM ROCK	1,112	2,219	561	1,289	767	316	271	6,535
ALVISO	-	-	21	27	-	-	12	60
BERRYESSA	18,008	10,809	3,917	2,272	1,799	157	138	37,100
CAMBRIAN/PIONEER	-	-	394	722	-	15	225	1,356
CENTRAL	776	1,856	2,098	7,503	3,812	940	2,888	19,873
COYOTE	2,049	-	-	-	-	-	-	2,049 ^b
EDENVALE	26,562	1,934	3,501	7,498	-	480	384	40,359
EVERGREEN	763	763	1,163	1,458	190	728	467	5,532
NORTH SAN JOSE	7,726	8,425	561	3,126	1,927	-	-	21,765
SOUTH SAN JOSE	7,553	4,629	600	2,132	1,488	216	209	16,827
WEST VALLEY	-	-	505	646	-	42	248	1,441
WILLOW GLEN	20	20	450	1,356	5	2	204	2,057
CALERO/SAN FELIPE	-	-	-	-	-	-	-	-
CITYWIDE TOTAL	64,885	30,845	14,014	28,251	10,020	3,169	5,125	156,309 ^c

SOURCE: City of San Jose, Planning Department

a. Plan assumes that all designated industrial and commercial areas will be developed by 1990 except the following: Alviso Industrial Reserve and Planning Area - as yet undetermined; North San Jose Industrial Reserve - 75%.

b. This number represents the projected jobs for the IBM facility currently under construction. No other employment is projected for Coyote.

c. The total represents a net increase of new jobs as reductions have been included within specific employment categories where they are expected to occur.



in the context of the General Plan. This population level was derived by balancing the various factors discussed above in the plan development process, such as amount of developable land, environmental impacts, future employment opportunities, and the ability of the City to provide services and facilities.

2. Alviso

Because of its relative isolation from the remainder of urban San Jose and its unique physical setting, the Alviso Planning Area, and more particularly the developed community of Alviso, are treated as a special area of concern for planning purposes. From an urban development standpoint, Alviso will not impinge significantly on the planned growth of the City between 1975 and 1990. However, the problems and potentials of the Alviso area require careful attention and guidance within the General Plan.

For planning and decision-making purposes, the future of Alviso will depend on the provision of adequate flood control levees in order to maintain and upgrade the existing community. Direct City action includes provision of an acceptable level of municipal services and needed capital improvements.

a. Environmental Problems and Issues

The Alviso Planning Area includes some of the more environmentally hazardous lands in the City. Among the hazards present are land subsidence, unstable soils, and the possibility of freshwater or tidal flooding.

As indicated, the most critical environmental issue within the General Plan timeframe is the need to control potential flooding. Present levees surrounding Alviso town and adjacent developable areas do not provide protection from a 100-year flood or tidal waters. A new "inboard" levee system along Guadalupe River, Alviso bayfront, and Coyote Creek to protect from freshwater and tidal flooding could cost about \$40 million (1972 estimate) and would benefit Alviso and North San Jose south to Highway 17. Costs of such a project would be assessed to residents of the Central Flood Control Zone.

The Army Corps of Engineers is currently studying the feasibility of constructing a fresh water flood protection system for the Alviso/North San Jose area, and their report is due by Summer 1976. A favorable report by the Corps would have to be followed by favorable Congressional action. Should this happen, only a small part of the funding would have to be provided locally. In the meantime, the Santa Clara Valley Water District is continuing to work toward providing flood protection in the

Alviso area by constructing a levee along the Guadalupe River. This work is being coordinated with and supports the Corps program.

Additionally, Alviso falls within the "100-year flood" zone as mapped by the Federal Government for Flood Insurance purposes. With the City Council action to join this program, Federal funds, including CDBG funds, could be held up if certain land use regulations are not followed throughout the City. As more detailed maps are developed by the Federal Government, stricter controls could be imposed on development in Alviso until a flood protection system is built.

A related issue is that of City liability in the event of flooding or other natural disaster in Alviso. City liability with regard to existing development primarily affects City-owned property. However, the City should exercise great care in the approval of new development and such development should be non-residential.

With construction of a flood protection system, the town of Alviso could enjoy reasonable security from flood hazards and be maintained as a viable community. Without such facilities, constraints imposed by the City at the behest of the Federal Government could eventually curtail construction or rehabilitation of any kind.

b. Municipal Services

By its consolidation with Alviso, the City of San Jose incurred above-average municipal obligations and costs due to factors unique to the area including: contractual obligations made with the people of Alviso through the Alviso Improvement Corporation; the remoteness of the Alviso community from the remainder of urban San Jose; and the environmental constraints discussed above.

With the exception of storm drainage and street improvements, the City has maintained generally adequate levels of municipal service in the Alviso area including a police beat, a fire station, a small branch library, municipal water service, sanitary sewer service, and expanded park facilities and recreation programs.

At the time of consolidation, the City graded and surfaced some Alviso streets to permit the flow of storm water to temporary storage areas. However, due to the subsidence of the ground, most of the storm drain outlets into the various sloughs will not operate at mean sea level or high tide. No more subsidence will occur if the groundwater basin is not again overdrafted. The cost to provide adequate storm drainage and street improvements in Alviso ranges between 1 and 3.5 million dollars. Such improvements would include an underground drainage system, levees, pump stations, street surfacing, and other street improvements.

Sanitary sewage disposal in Alviso is provided through the old City of Alviso Sewage Treatment Plant. This plant will shortly be closed and sewage wastes conveyed through a new connector line to the San Jose-Santa Clara sewage treatment plant. Improvements are needed for the sewage lines within the town itself, and the cost for these improvements is estimated at one million dollars.

Specific proposals for municipal improvements in Alviso are contained in the "Alviso Improvement Program" Section.

c. Costs

The General Plan process included analysis of City costs to maintain the Alviso community, or relocate the resident population between 1975-1980. As a result of this analysis and consideration of other factors, the General Plan recommends the maintenance and improvement of the Alviso community.

Projected operating costs for Alviso from 1975-1980 were estimated at \$2,763,000. It should be noted that the City must incur substantial operating costs in the Alviso area just to provide municipal services and facilities for such non-residential operations as the sewage treatment plant, the Wildlife Refuge, and the Alviso Marina.

Capital improvement and relocation costs were also estimated. Under the "maintain" alternative, the cost was estimated at \$5,530,000 including the costs of storm sewers, street surfacing, and sanitary sewer repairs totaling over \$4.5 million not included in the City's current Capital Improvement Program. Under the "relocate" alternative, the cost was estimated at \$7,632,500 including estimated acquisition and relocation costs, and the capital costs currently budgeted but not including costs for the swimming pool and recreation center.

The total of operating, capital, and relocation costs were therefore estimated as follows:

Maintain Alviso:	\$ 8,293,000
Relocate:	\$10,395,500

d. Future Potential

Alviso Planning Area. Land uses in a substantial portion of the Alviso Planning Area are already set by virtue of physical development constraints or commitment to public uses. Included are various wetlands, primarily salt evaporation ponds, solid waste disposal sites (See Solid Waste Management Policies above), the National Wildlife Refuge and expansion option lands, and San Jose-Santa Clara sewage treatment plant lands.

The public uses in the Alviso Planning Area represent a sizeable investment including an ultimate outlay of \$144,000,000 for the sewage treatment plant, and \$20,000,000 for the Wildlife Refuge in central as well as south San Francisco Bay. As part of the refuge, an Environmental Education Center is to be developed east of Alviso town, and a Visitor Contact Point and later a Visitor Contact Station will be developed near the Alviso Marina. The East Alviso facility is now in design stages.

The possibility of a PG&E power generating facility located adjacent to and using waste water from the Sewage Treatment Plant could add to these investments. In addition, the Marriott theme park in Santa Clara and continued development in North San Jose will impact on the Alviso Planning Area.

Out of 11,594 acres in the Alviso Planning Area, only 700 acres remain for development not including 260 acres for Alviso Town itself. Vacant developable lands are located south and east of Alviso Town and south and east of the sewage treatment plant. Such lands could eventually be put to light industrial uses and are so designated on the Land Use/Transportation Diagram.

Alviso Community. Some important activities, investments, and potentials exist within Alviso Town itself.

In addition to the Visitor Contact Point near the Alviso Marina mentioned above, the County is proposing to double the capacity of the Marina itself, to perform maintenance dredging in the existing turning basin, and to provide other improvements at the Marina.

The Alviso Health Center provides comprehensive health care to residents of Alviso and adjacent communities and continues to receive Federal funding.

The old Port of Alviso, bounded by Alviso Slough, Guadalupe River, Moffat Street and Gold Street, has been designated a Historic District on the National Register of Historic Places. In addition, 21 sites of historic value in Alviso have been inventoried by the San Jose Historic Landmarks Commission, five of which have been nominated for placement on the National Register. Federal matching funds, on a 50-50 basis, are available through the State Historic Preservation Officer for the acquisition, restoration and/or rehabilitation of sites placed on the National Register. The local share under this program can be provided by a local government or a private agency with local government sponsorship.

3. Downtown Core Area

The effects of post-World War II migration of downtown businesses to suburban shopping centers and concurrent development of new office buildings along The Alameda and North First Street were prime agents leading to the decentralization of economic activity. The once proud downtown came to be characterized by underuse, vacancies, obsolescence, declining rents and attendant characteristics of a declining central district.

The City Council, in 1958, sensed the need for a plan to stem the decline and contracted with the consulting firms of Candeub and Fleissig/Livingston and Blaney to prepare a comprehensive study and plan for the metropolitan core. After evaluating the economic facts, the consultants warned that "if the opportunity to create a metropolitan focus is not seized immediately, outlying shopping centers and office development may seriously reduce the market for downtown space." The plan was never officially adopted. Other moves toward reconstruction of the downtown area were given a boost by the adoption of San Jose's first redevelopment project, the Park Center project, in 1961. Recognizing the potential significance of the first plan eventually led to the establishment of a second redevelopment project, the San Antonio Plaza project, in 1967.

The need to study the various on-going projects in terms of the effect on each other and on the rest of the downtown became evident and, as a result, the City Council, in 1970, approved the consulting firm of Hart,

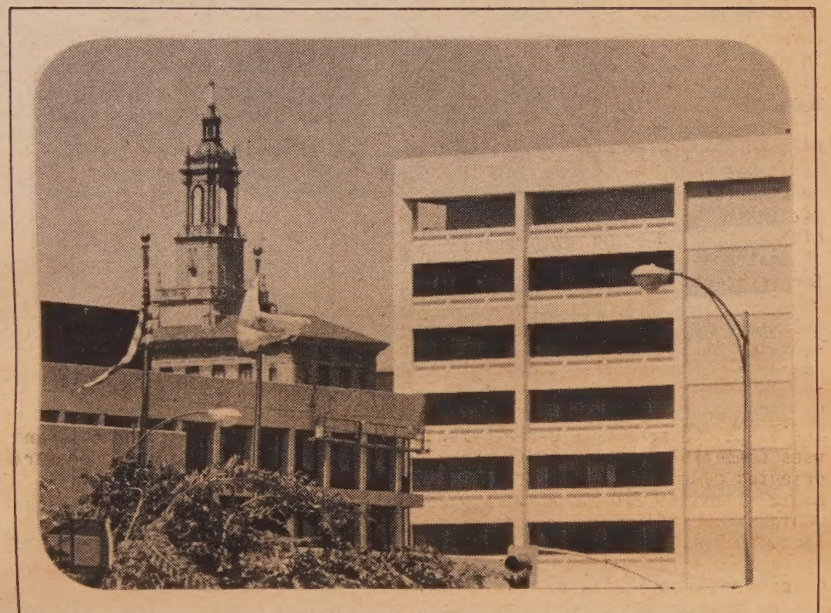
Krivatsy and Stubee to conduct a study of the problems facing the downtown and to suggest a plan for coordinating the renaissance of downtown activity.

a. Downtown Core Area Plan

In 1971, the City Council, after reviewing several alternative concepts, selected a concept suggesting that the urban center of San Jose be composed of a three part "core" with the airport and related uses at the north end; a combined financial, cultural-education, convention and entertainment hub in the south; and the Civic Center complex in between - along First Street. Following the selection of the three-part core concept, the Council approved a Traffic Study and an Action Program to implement the Plan. The two latter publications are generally referred to as the Core Area Plan. The Plan and the other components of the Core Area Study are available at the San Jose Planning Department.

The Core Area Plan divides the Core into eight major activity centers (see Land Use/Transportation Diagram). A retail and entertainment center is ringed by financial, cultural and educational facilities (San Jose State University), governmental, office, and the residential area. It is from these surrounding potential market areas that the support for the kinds of commercial facilities, to be placed in the retail and entertainment center, will come.

The Plan contains two main axes of pedestrian movement: 1) Paseo de San Antonio (formerly San Antonio Street within the San Antonio Redevelopment Project and now converted to a mall) linking up with Park Avenue. This east-west pedestrian axis connects the University with the proposed Park of the Guadalupe and passes through the financial, cultural, convention, and the retail and entertainment areas. 2) First Street, the north-south pedestrian axis, will be pedestrianized (i.e., people will dominate rather than the automobile)--the street ultimately is planned to minimize vehicle travel other than mass and rapid transit, taxis, and emergency vehicles.



The Core Area Plan does not depict the downtown as a regional shopping center in the traditional character and form of past downtowns. It will, instead, become a "specialized" downtown; for example, the success of the retail portion of the San Antonio project will, to a large degree, initially be dependent upon the market created by the people within the Park Center Project, the college students and the future Core Area residents. The developing retail portion of the Core, although surrounded by many regional activities, such as San Jose State University, cultural and convention center, government and banking offices, will serve primarily those people whose main purpose for being in the area will be for other than shopping. Once retail activity is reestablished in the Core Area, major department stores and other regional commercial facilities may become feasible and will be encouraged.

The circulation concept (shown in the transportation element of the General Plan) was predicated upon the idea that traffic and congestion should be reduced in the central part of the Core, thus returning more of the activity space at street level to people. This would allow the upgrading of the land use potential abutting these spaces, while at the same time improving the access so that visitors may easily arrive at their destinations.

The basis of the Core Area circulation concept is a system of circulation involving freeways and regional transit corridors; a framework of frontage roads and one-way couplets surrounding the core and serving peripheral parking; two-way major automobile streets penetrating the core and leading to major parking facilities; pedestrian streets, some with minor automobile traffic; and pedestrian paths such as Paseo de San Antonio. The purpose of this hierarchy of circulation is to distinguish various functions for Core Area streets so that development, including parking, can be located and designed to be compatible with the street's function.

As previously mentioned, the complete Core Area study and plan are available at the Planning Department. In some cases, it may be necessary to review parts of this document to more fully understand the statements contained in this section of the General Plan. The changes in land uses necessary to implement the Core Area Plan are shown on the Land Use/Transportation Diagram.

b. Allowable Land Uses in the Downtown Core Area

High Density Commercial. The generalized land use and development intensity applicable to this area basically covers the San Antonio Plaza Redevelopment Area and blocks A, B, and C of the Park Center Redevelopment project. The permitted uses and development standards for this land use category are found in the respective Redevelopment Plans. The intent of this land use designation is to encourage the development of high density uses in the central hub of the downtown. It is designated to stimulate the concentration of high-rise office, hotel, commercial and residential development that will result in the construction of a densely populated, exciting and busy center where commercial, recreational and cultural activities are pursued both day and night. Theaters, restaurants, night

clubs, art galleries, commercial-recreation activities, and those activities found in a healthy city center may be interfaced with the high-rise office buildings and integrated parking structures. Retail sales should be at the ground level of the buildings with residential (other than hotels) generally located above commercial sales and office uses. Ground level uses must be heavily pedestrian oriented.

San Antonio Plaza. This project is heavily office, retail and residentially oriented. The blocks closest to San Jose State University should strongly link up with the University in urban design and land use. The central unifying feature is the Paseo to which all land use and design features should relate.

Park Center Plaza. The Park of the Guadalupe portion of the Plaza should develop in a manner in which the Park concept is utilized to its fullest extent with land uses and urban design consistent with the Park atmosphere. The main block within Park Center Plaza is eighty percent complete and remaining land uses should conform to existing development and broaden the scope of existing land uses. Residential, outside of hotel uses, is not contemplated as a use within Park Center.

Medium Density Commercial. The above described land use area (High Density Commercial) can be referred to as the "Hub" of the downtown. The objective and policy of the Medium Density Commercial designation area is to encourage the concentration of development of medium high (rise) intensity uses to support and/or supplement uses in the "Hub" area.

Prime retail sales locations will regenerate themselves along First Street with new buildings containing a mix of offices, parking facilities and possible residential units on the upper floors. Areas east and west of First Street will house potentially the same uses as along First Street. The area west of St. James Park is envisioned for an extension of governmental offices.

Low Density Commercial. This land use designation is intended to accommodate the incidental service commercial and other low (rise) intensity, lower rent activities of the Core Area. The low density commercial land usage is intended to provide a place for wholesale and other semi-industrial commercial activities that need a location in close proximity to other land uses with the Core Area. It is not intended that residential uses be mixed with the other land uses in areas of low density commercial.

High and Very High Density Residential. The residential area surrounding St. James Park, as shown on the Downtown Generalized Land Use Map, should be used for very high-density in-town residential use. The residential use in the southerly portion of the Core is envisioned as developing into high-density low-rise housing to serve the present and future residents of that area. Development of convenience retail and service commercial for residents of this area is appropriate.

Cultural and Institutional. The area shown as Cultural and Institutional contains public facilities such as the Civic Auditorium/Convention Center, Center for the Performing Arts and Main Library.

Park/Commercial. The Park/Commercial land use designation for the Park of the Guadalupe area is a generalized land use designation that allows land uses compatible with the River Park setting. Such land uses are pedestrian oriented commercial, service, office uses, entertainment, recreational, cultural and institutional uses. These land uses, however, because they would be located in a park area, should be designed into the Park consistent with past master plans for the Plaza and Park of the Guadalupe and there should be free public movement in the outdoor spaces privately owned which are associated with these Park/Commercial land uses.

Park. Land use within this category should be restricted to public parks, such as the Market Street Plaza Park, St. James Park, and the proposed park portion of the Park Center Project.



B. Land Use Designations

To many people, the General Plan Land Use Diagram is the General Plan. (The official copy of this diagram is on display in the Planning Department). As previously stated, the Goals and Policies are as much a part of the General Plan as the Diagram. To a great extent, the land use designations are a reflection of the Goals and Policies. For the most

part, one can determine the allowable land use for a given parcel of land by referring to the Land Use/Transportation Diagram. In some cases, however, the policies (particularly those restricting development when natural hazards are present) limit the application of the land use designations and in a few cases, the policies define conditions under which a land use or a residential density other than that designated may be allowed. Finally, due to the scale of the Land Use/Transportation Diagram, the "planned" land use for a given parcel may in some cases be unclear. The "intent" of the Plan will then be determined by applying the relevant goals, policies, and/or concepts to the circumstances of the given situation.

Since parcels of two acres in size are simply too small to be reflected on a map of the scale of the official Land Use/Transportation Diagram, any developed parcel of two or less acres is deemed to be in conformance with the General Plan regardless of how it is designated. For the purpose of the General Plan, a developed parcel means the parcel has an existing urban land use and is shown on the Land Use Inventory maps as such. (This does not include improved parcels which have been prepared for development with utilities, grading, etc., but which are still vacant). The status of existing legal non-conforming uses in regard to zoning is not affected by the General Plan Land Use designation.

1. Residential

The densities of the residential categories all refer to net acreage, which is the area actually used for residential purposes and excludes the area used for schools, parks, and streets. The densities indicated for the single-family residential categories (eight units per acre and less) represent the maximum allowable density in the areas where the designation applies. No minimum density is intended to apply to these four categories. For the higher density categories, however, there is a range which represents both a minimum and a maximum allowable density. This is intended to ensure a range of housing types and prices and to accommodate future population more efficiently within the Urban Service Area.

For a single contiguous ownership for which more than one residential density category is designated, a "transfer of densities" within the property may be allowed. Such a density transfer would be approved only if a specific development plan were submitted and if the total number of dwelling units proposed were within the allowable range of the combined density ranges applicable to the property, and if such a density transfer would otherwise be consistent with the Goals and Policies of this General Plan. To paraphrase, it might be possible to "rearrange" the densities applicable to a given part of a property, if the total number of units is not increased.

a. Rural Residential: 0.2 Dwelling Units Per Acre

This is the least intensive category of residential use and is planned for some of the peripheral areas of the City's sphere of influence: the southern end of Almaden Valley, southern Coyote Valley, and some foothill areas of Alum Rock and Berryessa. This land use category would be represented by single-family dwellings on lots averaging five acres in size.

This form of development is viewed as "non-urban". It is not expected that urban services would be extended to these areas within the next fifteen years, except for the emergency services which must be provided within all of the City's corporate limits. The application of this land use category is based on problems involved in providing services to these areas. In the foothill areas where it is applied, this density tends to mitigate the geologic problems which would be associated with a more urban level of development.

b. Low Density Residential: 2 Dwelling Units Per Acre

This land use category would be typified by half-acre residential lots. In all areas planned for this density, other than in Evergreen, the designation is based upon topographical and/or geologic considerations. In Almaden, this designation applies to areas generally near creeks, which are subject to ground failure from liquefaction. Soils subject to liquefaction are unsuitable for building sites. On a given parcel, sufficient unaffected area may be found to sustain a density of two units per acre. In the foothills of Alum Rock and Berryessa, this density is based on the need to limit development due to the high potential for landsliding and soil creep. In the case of Evergreen, the inability of the planned transportation system to accommodate a greater degree of urbanization is the basis for this density east of Ruby and south of The Villages.

c. Medium Low Density Residential: 5 Dwelling Units Per Acre

This density is typified by 8,000 square foot residential lots. It is characteristic of development in Almaden Valley. This density category responds both to the need for slightly larger than normal lots to prevent excessive grading on slopes of from five percent to fifteen percent and to the need to provide a variety of lot and house sizes within the City. This density is found in eastern Evergreen, and in the foothill areas of Edenvale, Alum Rock and Berryessa.

d. Medium Density Residential: 8 Dwelling Units Per Acre

This density is typified by the 6,000 square foot subdivision lot which is so prevalent in San Jose. It is characteristic of most residential development in San Jose to date, and is the density at which the majority of the single-family housing will be built in the future. Most new mobile home parks can also be expected to locate in areas planned for this density. This level of density has been planned not only for undeveloped areas, but for some older single-family areas which had previously been planned for replacement by multiple-family development. The City's existing housing stock is too valuable, particularly in meeting the needs of low and moderate income families, to be prematurely destroyed.

e. Medium High Density Residential: 8-12 Dwelling Units Per Acre

This density is typified by townhouses and duplexes. Since the Plan controls density rather than housing types, it would also allow a mixture of single family and apartment units, subject to the density limits. It is generally located on the edges of single-family neighborhoods. In some cases it has been planned as a transition between higher intensity uses (e.g., shopping centers or apartment complexes) and single-family neighborhoods.

f. High Density Residential: 12-25 Dwelling Units Per Acre

This density would be typified by two-story apartments with surface parking, although structures of greater height with compensating amounts of open space would be possible. The allowable density does not directly control the intensity (height and bulk) of development, but Community Design Policy number 12 does limit it. There are only a limited number of apartment projects in San Jose with a density exceeding 20 dwelling units per acre but they can be expected to be more common in the future as San Jose develops a somewhat more urban character. High density residential uses are planned primarily for locations on major streets and near major activity centers.

g. Very High Density Residential: 25-40 Dwelling Units Per Acre

This density would be typified by three-story apartments with underground parking. Structures of greater height might be possible, subject to the limitations imposed by Community Design Policy number 12. This density is planned for very few locations -- primarily the downtown Core Area, and near commercial centers of a regional scale with ready access to freeways and/or expressways.

2. Commercial

New commercial development is generally planned to take place on lands already zoned for that use. The amount of existing commercial zoning in the City is generally adequate for the needs for commercial development through 1990. Given the excess of existing commercial zoning, and the greater need for land suitable for residential development, some commercially zoned parcels are planned for other uses. The total amount of land planned for commercial uses is sufficient to more than meet the shopping needs of the community and to provide for substantial business employment and sales tax revenue. The commercial land use categories described below identify the types of uses allowed under each category. The intensity (height and bulk) of use is controlled by Community Design Policy number 12 and by the provisions of the applicable zoning district.

a. Neighborhood/Community Commercial

Existing commercial development to which this designation applies consists of neighborhood business districts in some older parts of the City, but primarily to shopping centers of a "neighborhood" or community scale. For future neighborhood/community commercial uses, it is the intent of the Plan that they develop in the form of shopping centers. Shopping "centers", as distinguished from shopping "districts", are in the form of a group of commercial establishments planned, developed, and managed as a unit with off-street parking provided on the property as an integral part of the unit, and related in its size and type of shops to the trade area it serves. The commercial centers designated in this Plan are intended as neighborhood centers, except in such cases as it can be demonstrated by a market analysis that a community scale facility is justified. The primary distinction between the two lies in the difference as to trade area served and the range of uses. Secondly, there may be a difference in size. Due to their functional differences, they vary as to the traffic they generate and thus their locational needs may differ.

Neighborhood centers, which actually serve several neighborhoods, are designed to meet the everyday shopping needs of people who live nearby (generally within one mile) and are typified by a supermarket and a drug store. They may include a variety of retail and service facilities, but entertainment uses such as movie theaters and bowling alleys which generate traffic from a large area are not appropriate. The maximum allowable size for a neighborhood center is generally eight acres. Community centers provide the uses of a neighborhood center plus more comparison shopping facilities. Uses which depend upon a large market area (of several miles) such as furniture stores or entertainment uses, are appropriate. Community shopping centers may be allowed as large as fifteen acres.

b. Regional Commercial

The areas designated as regional commercial are, for the most part, existing regional shopping centers. In a few cases they reflect the cumulative attraction of a regional center and one or more nearby community or specialty commercial centers, or two or more community or specialty centers in close proximity whose combined drawing power is of a regional scale. All of the designated regional commercial areas are based on existing shopping centers. Any completely new regional scale developments should be encouraged to locate in the downtown Core Area.

c. General Commercial

This designation covers a great variety of commercial uses and forms of commercial development. It includes the establishments which are highly dependent upon the visibility and access provided by location on major streets and which also benefit from proximity to other commercial uses, which have resulted in commercial strip development. It also includes free standing commercial establishments, such as discount stores, which do not generally require proximity to other commercial uses. Business and professional uses are allowed uses within this category. Shopping centers may be allowed, but it is felt that they are adequately provided for by the designated Neighborhood/Community Commercial areas.

Due to the scale of the Land Use/Transportation Diagram, it is not in all cases possible to accurately reflect the intended depth of General Commercial uses fronting on major streets. The intent of the Plan is to not allow the intrusion of commercial uses fronting on one street, to extend back onto a generally residential street. Generally, the depth is intended to be the depth of the affected lots fronting on the "commercial" street, except for the case of a through lot, in which case the commercial use depth is intended to be the average depth of all lots in the affected block, excluding the through lot.

d. Offices

For areas along a major street which are designated for office use (i.e., an office "corridor"), the majority of the properties must be used for office purposes, but some properties may be allowed as other compatible commercial uses. For individual properties, the predominant use must be office, but other compatible commercial uses may be allowed as part of the development.

3. Combined Industrial/Commercial

This category of use is designed to allow for developments containing a mixture of compatible commercial and industrial uses as in the vicinity of the Municipal Airport. It is also intended to allow either commercial or industrial use in areas which already exhibit such a mixed land use pattern as to make it very difficult to define rational boundaries for each of these categories. Two areas in which this condition exists is in the Bayshore Freeway, North First Street, Highway 17 area, and on Monterey Highway south of Lewis Road. This use category has been applied in only a few areas, to provide justifiable flexibility. It is not intended to be widely used. Only industrial park and light industrial uses are consistent with the use category.

4. Industrial

The industrial designations below define the types of industrial areas being planned for. In some cases, the specific industrial uses allowed will be subject to the policies of the Airport Land Use Commission. In all three of the industrial use categories, commercial uses which are ancillary to the industrial uses and are otherwise compatible, are allowed. On the other hand, institutional uses such as churches and schools will generally be discouraged from locating in industrial areas.

Industrial uses should, in general, be planned in close proximity to residential development, consistent with other General Plan policies, in order to discourage lengthy home to work commuting.

a. Industrial Park

A wide variety of uses are encompassed within this category but it does not include uses with functional or operational characteristics of a hazardous or nuisance nature which cannot be mitigated through design controls. The primary difference between this use category and the "Light Industrial" category is that performance and design standards are more stringently applied to Industrial Park uses, to eliminate or reduce any adverse impacts of the use(s). The development standards of the present "I District" are illustrative of this concept. An Industrial Park may be either a single use or a development containing several separate uses, which is zoned, planned, developed, and managed as a unit, and designed with sensitivity to surrounding uses.

b. Light Industrial

This is also an encompassing category for a wide variety of industrial uses, but excludes uses with significant nuisance effects. Because the uses allowed do not have substantial external effects, normal zoning and development controls will suffice. The design controls for this category of use are not as stringent as for the "Industrial Park" uses. Examples of this use category are warehousing, wholesaling, and "clean" manufacturing.

c. Heavy Industrial

This is an exclusive use category for industrial uses which produce nuisance or hazardous effects which cannot reasonably be mitigated, or which are otherwise deleterious to the public health, safety, or general welfare and therefore need to be segregated from other uses. The types of industrial uses which are illustrative of this category are extractive and primary processing industries. The areas planned for Heavy Industrial use are limited, and are largely areas where such uses are already present.

d. Site Design Guidelines: Industrial Developments with Residential Street Frontages

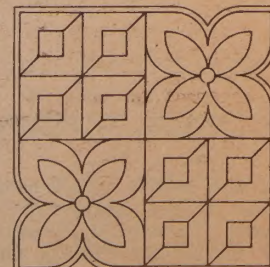
Besides the appropriateness of the design to the function of an industrial site, there is a necessity to include a desirable environment for occupants, visitors and general community. Thus, industrial facilities should be designed to be compatible to adjacent land uses, especially to any residential districts through the use of appropriate design techniques for siting, building design and landscaping. In all cases, the established criteria should reflect the need to maintain the established residential character and scale of the neighborhood and its residents. Uses and density of development should be compatible for integration into residential neighborhood. Particular attention should be given to insure pedestrian/vehicular traffic safety.

Building design should be controlled so that the mass of the building does not dominate the street fronting the residential areas. A height setback ratio designed to reduce building mass on frontages should be incorporated with design features selected to conform to the design character of the residential area. Where appropriate, the choice of materials and colors similar to the residential area should be used and incorporated on all four sides of the structure. Frontages should not have any outdoor storage, delivery, or loading docks. Major ingress and egress points should not occur in narrow residential streets.

Landscaped frontages should utilize such techniques as wide setbacks and earth-berming with full landscaping to completely shield parking areas. Heavy landscaping on all frontages should be required and be compatible with the residential plant materials and street trees on those frontages. Parking areas should also be landscaped.

Signage should be restricted to monument signs with low height limitations and should only be illuminated by low intensity indirect lighting. Direct lighting used for security purposes should not glare on any residential district, and should follow appropriate guidelines to reduce electrical usage.

Comprehensive design guidelines are to be prepared and rigidly enforced to ensure appropriate compatible development of industrial sites adjacent to residential neighborhoods. Any potentially detrimental impacts are to receive corrective mitigation prior to occupancy.



5. Public/Quasi-Public

This category includes land uses of governmental agencies, utilities, and institutions such as churches and private hospitals. As to quasi-public (institutional) uses, only existing uses are designated; no future quasi-public uses are planned by the City. For this reason, any proposed quasi-public developments will be evaluated as to their conformance with the General Plan on the basis of applicable General Plan Goals and Policies. Public uses include schools, corporation yards, libraries, fire stations and City Hall. Some public uses are designated on the Land Use/Transportation Diagram which do not yet exist, but for which a site has been acquired. There may, in the future, be instances of a school district declaring a school site to be "surplus" and wishing to dispose of it. In those instances of the public use being terminated, a decision must be made as to what use(s) would be consistent with the General Plan. That determination will have to be made in each individual case which arises, based on the applicable General Plan policies. Not all existing public and quasi-public uses are designated on the Land Use/Transportation Diagram. Some are simply too small to be shown.



6. Public Parks and Open Space

These land uses which are of a basically open space nature are publicly owned but not in all cases open to public use. The most prevalent public open space uses are City and County parks. The category also includes the County Fairgrounds and percolation ponds. With only two exceptions, no public open space has been designated which is not now in public ownership or in a funding program for acquisition. The City is proposing the creation of Penitencia Creek Park Chain which, in conjunction with Alum Rock Park, would constitute an urban regional park and is seeking County funding participation. The City is also proposing and seeking County participation in the creation of an urban regional park which would consist of three separate park sites linked together by Guadalupe Creek between Camden Avenue and Almaden Expressway. Creation of the park requires the acquisition of a 100± acre parcel at the western end of the proposed park chain (for which the alternative land use is five dwelling units per acre), and a parcel of approximately 170 acres west of Almaden Expressway (for which the alternative land use is two units per acre on the heavily wooded portion and five units per acre on the remainder). The eastern terminus of the park chain would be the Almaden Lakes Park which the City is in the process of acquiring.

The Land Use/Transportation Diagram does not completely reflect the City's public park and open space system. Some parks, and most neighborhood recreation centers, are too small to be reflected. Also not reflected are the existing creeks that flow through the valley and have the potential for providing recreation opportunities, unique natural open space settings, hiking and equestrian trails, and connecting links between other publicly-owned recreation areas. These creeks are part of the County-wide flood control system. For some of the major creeks, or portions thereof, the Santa Clara Valley Water District plans to leave them in basically their natural state rather than constructing flood control facilities. The following creeks, and reaches thereof, are included as part of the City's park and open space system on the assumption that they will be given flood plain treatment or a modified version thereof: Guadalupe Creek, Los Alamitos-Calero Creeks, Guadalupe River, Coyote Creek, Silver Creek south of Capitol Expressway, Yerba Buena-Thompson Creek as far as the Lake Cunningham Park site, Penitencia Creek, and Berryessa Creek east of Morrill Avenue.

7. Private Open Space

These are privately owned uses, of a low intensity, open space character. The range of allowable uses under this category is limited. Only existing uses are designated; no new ones are proposed. Specific uses include cemeteries, salt ponds, hunting/fishing clubs, utility corridors, but not substations, and land which is restricted to open space use by zoning, easement, or deed restrictions. Examples are the permanent open space portions of The Villages planned development, the noise buffer of the United Technology Center facility, and the open space portion of the new I.B.M. facility.

8. Private Recreation

These are uses of a higher intensity than the above category and are generally, but not necessarily, of an open space character. The range of allowable uses is broader than for the private open space category and includes those uses allowed in the Private Open Space category. Uses include amusement parks, country clubs, golf courses, tennis clubs, and driving ranges. Ancillary commercial uses (bars and restaurants) are allowed in conjunction with private recreation uses. Only existing uses are reflected on the Land Use/Transportation Diagram.

9. Non-Urban Hillside

This land use is proposed for most hillside areas above the fifteen percent slope line. Because of the pervasive geologic problems in the hills (landsliding, soilcreep, earthquake faults) and the extraordinary public costs of hillside development, uses must be limited to those having very little physical impact on the land and requiring no urban facilities or services. There is also a need to preserve watershed and prime percolation soil areas. Agriculture, such as grazing and tree farming, and very large lot "residential estates" are the planned uses under this category.

The intent of this non-urban category is to reflect a very low intensity of use for the hillside area as a whole. The proposed ratio of 1 du/20 acres would establish a holding capacity for the hillside areas of approximately 3,300 dwelling units. This holding capacity is consistent with the physical, geotechnical and service-related constraints applying to the hillside areas. Most of the existing uses in the transition area between the valley floor and the hillsides are designated either rural residential (.2 du/ac) or very low density residential (2 du/ac).

The intent of the fifteen percent slope line as a general planning criterion is to define the edge of urban/non-urban intensity of land use. The Land Use Diagram is not intended to show the fifteen percent slope line precisely on any specific parcel, as this is possible only with site specific topographic information with a contour interval of five feet or less. Therefore, where site specific information locates the fifteen percent slope line more precisely, the non-urban hillside density should be applied only to the area above the fifteen percent slope line. In cases where the fifteen percent slope line is located more precisely up slope from the land use diagram designation, the down slope land use designation or density should be applied to the additional area up to the precise fifteen percent slope line.

"Slope density" was not considered an appropriate technique because it does not adequately account for the critical requirements for public facility and service extensions. Slope density may be an appropriate approach for County areas where urban facilities and services are not required. However, caution is required to prevent an urban intensity of development in the County which would generate needs for urban facilities and services and thus impact adjoining city areas.

After more comprehensive investigation of the hillside areas and their potential holding capacity under the former 1 du/5 acres ratio, the present recommended intensity of 1 du/20 acres was determined. The physical (slope), geotechnical and service constraints of the hillside areas warrant the limitation of overall holding capacity by the 1 du/20 acres intensity as recommended.

The Plan recognizes that the hillsides are a very extensive and diverse area and that the general, areawide analysis should be supplemented by more detailed, localized studies of certain fringe areas. Such studies could be part of the urban service program for the planning areas which include hillsides, and thereby would give proper emphasis to the service and facility implications of hillside development. In addition, subsequent to adoption of this General Plan, joint planning studies with the County of Santa Clara will be required in order to resolve any conflicts between the City's General Plan and the County's zoning for areas still under County jurisdiction.

10. Agriculture

Agriculture is the planned land use for the majority of the Coyote Valley. Agricultural uses include grazing, dairying, livestock raising, feedlot, orchards, row crops, nursery stock, flower growing, ancillary residential uses, ancillary commercial uses such as fruit stands, and "agricultural industry" related to processing of agricultural products. The "agricultural industry" is specifically limited to uses and structures which do not require urban services such as sanitary sewers, urban street improvements, etc. To the extent allowable under County health regulations, certain agricultural uses are appropriate in areas designated as rural residential. The minimum parcel size in the area planned for agriculture is twenty acres.

C. Alternate Designation for Proposed Freeways and State Transportation Corridors

When an area is designated as a proposed freeway or State transportation corridor and dedication thereof for such purposes is not required by the City, such area shall be deemed to have an alternate land use designation which shall be that of the parcel immediately fronting on the area designated as proposed freeway or State transportation corridor. If the area proposed for future freeway or State transportation corridor use is bounded by land with different designations, then each designation shall apply to the centerline of the proposed freeway or State transportation corridor. Provided that in order to be consistent with the General Plan, if the subdivision map shows lots within the path of a proposed freeway or State transportation corridor, then such map, in addition to showing lots, must show that a proposed freeway or State transportation corridor traverses such lots.

If the City does not require dedication of an area designated as a proposed freeway or State transportation corridor, the City may nevertheless accept dedication of such area for such purpose and may, if it accepts such dedication, permit the remainder of the parcel (a portion of which is so dedicated) to be developed with a greater density of building intensity than would otherwise be permitted for such remainder, but in no event shall the density or building intensity so permitted on the remainder exceed the amount thereof which would otherwise have been permitted on the entire parcel if dedication of a portion thereof had not been accepted.

III. TRANSPORTATION DIAGRAM

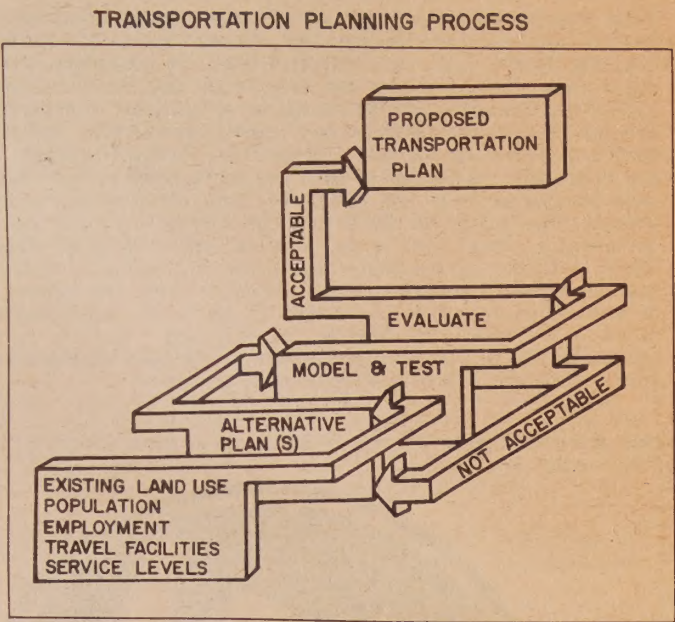
The Transportation Diagram, together with Transportation Goals and Policies, and the implementation section, constitute the required Circulation Element of the General Plan. The following description of the Plan Development Process explains how the analysis of projected travel demands were modeled and how the Transportation Diagram was developed in conjunction with the Land Use Diagram. The balance of this section describes the Transportation System Components and the cost and other impacts of the system. Analysis of transportation needs and implementation of the transportation system is a continuous process.

A. Plan Development Process

As part of the citizen involvement process, which is described in detail in Section II A, several concepts were suggested that address transportation services and the problems associated with these services. These concepts are as follows:

1. To allow travel to occur without regard to quality of travel. This concept involves the acceptance of the worst levels of congestion, thereby limiting travel to the physical capability of the system. Although this is an easy concept to implement, since it entails doing nothing, it would directly lower the livability of the urban area in terms of increased congestion and air pollution and encroachment of through traffic into local neighborhoods.
2. To control the amount and methods of travel per household. This concept involves a public policy to reduce the number and time of trip and method of travel per household through financial controls such as: high fuel costs or taxes, fees on vehicles owned and/or parking fees for low vehicle occupancy, and fees on vehicles in heavily congested areas. This concept would require a commitment on the part of the public to modify their existing travel behavior and, in some instances, have a negative impact on lower income households.
3. To direct travel to more efficiently utilize facilities. This concept involves an orientation of land uses directed to optimize the use of "contra-flow" travel. It is an efficient method to maximize available street capacities but has limited application since most of the City is developed.
4. To provide transportation facilities to accommodate the demand for travel. This concept involves the construction of thoroughfares and provision of a transit system to carry the design mix of automobile and transit traffic. The acquisition and operation of transit systems is an integral component of this concept. This approach is efficient in terms of continuing the quality of mobility which presently exists but is at a very high cost.

FIGURE 21



SOURCE: City of San Jose, Public Works Department, Transportation Division

A second major input in the development of alternatives was certain "givens":

1. The Plan was designed to serve a given population and density range.
2. The existing thoroughfare structure and remaining opportunities for future thoroughfares.

Based on the above, three alternatives were examined: The first alternative that was examined was a continuation of existing travel behavior, location of employment, and mode usage and a moderate set of thoroughfare improvements. This input equated to few new facilities and many additional trips. The analysis identified severe congestion will result throughout the entire system.

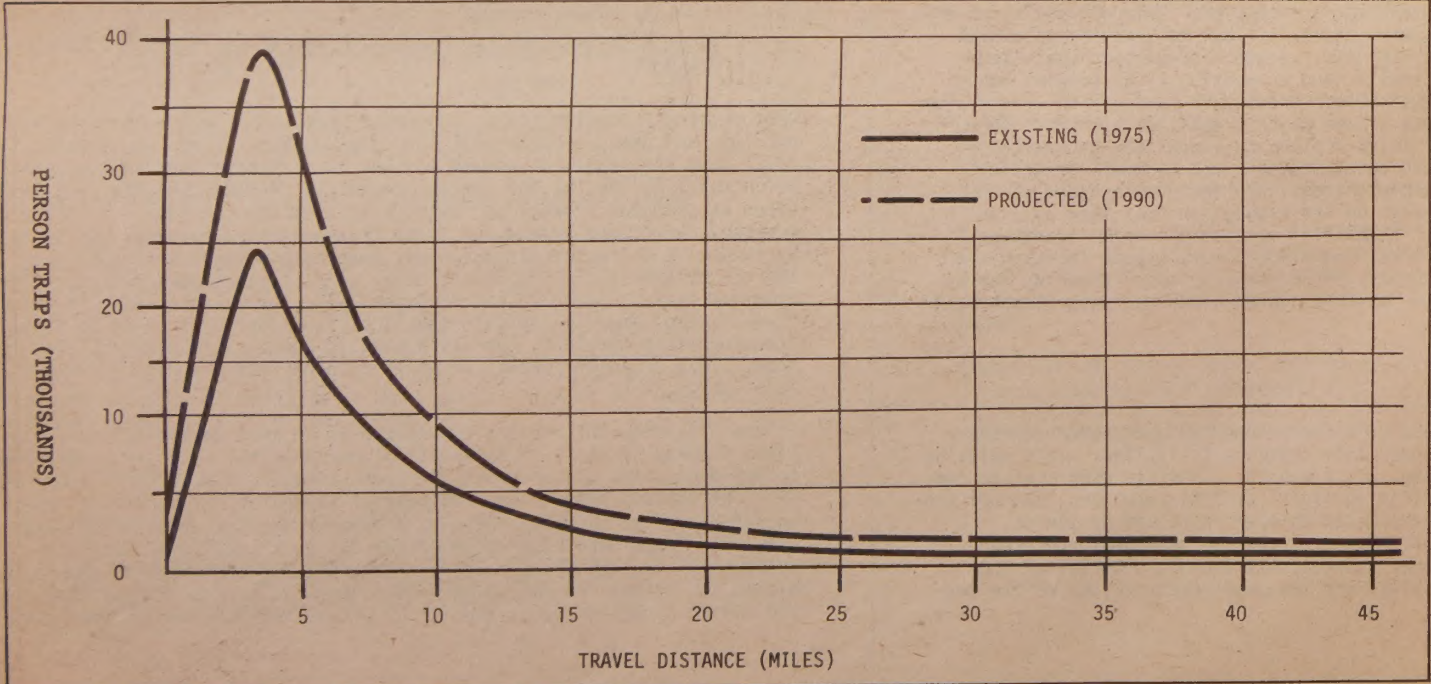
Based on the performance of this system, it was evident that an application of either one or a combination of the concepts previously described was in order. After reviewing the goals of the community, legal requirements, policies of local, State and Federal government and agencies, assumptions, and possible funding capacities, it was determined that a combination of transportation improvements and travel controls should be

FIGURE 22 EXISTING AND PROJECTED PATTERN OF PERSON-TRIPS^a WITH ORIGINS AND/OR DESTINATIONS IN SAN JOSE SPHERE OF INFLUENCE

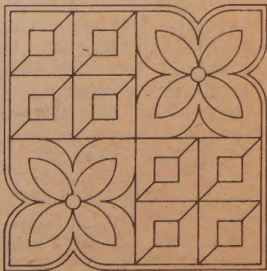
PERSON-TRIPS	1975				1990			
	P.M. PEAK HOUR		DAILY		P.M. PEAK HOUR		DAILY	
TRIPS WITHIN SAN JOSE SPHERE OF INFLUENCE	88,000	46%	1,150,000	50%	148,000	55%	1,980,000	58%
INTERCITY TRIPS (within County)	91,000	48%	1,010,000	44%	106,000	39%	1,260,000	37%
INTERCOUNTY TRIPS	12,000	6%	120,000	6%	16,000	6%	160,000	5%
TOTAL	190,000	100%	2,280,000	100%	270,000	100%	3,400,000	100%

Source: City of San Jose, Public Works Department, Transportation Division
a. Data based on City of San Jose Travel Model

FIGURE 23 TRIP LENGTH FREQUENCY OF PERSON TRIPS DURING THE P.M. PEAK HOUR TRAVEL PERIOD



SOURCE: City of San Jose, Public Works Department, Transportation Division



the components of the second alternative. Two other factors further refined the description of this plan. One factor was that the technology implied in the plan must be achievable within the fifteen year planning period in terms of performance and implementation. (The concept of achievability was the guide for the development of the transit improvements.) The second factor was flexibility. Acknowledging that the urban environment is a fluid force that can and does change, it seemed only prudent to develop a plan that would allow the maximum amount of opportunities. (This consideration became a prime factor in the description of the thoroughfare plan and the candidate transit corridors).

After a final assessment of the system in terms of all the considerations described above, the system was tested. This time the analysis indicated selected areas of severe congestion predominantly in the north, central, and western areas of the City. This congestion being directly related to the heavy concentration of employment originally projected in North San Jose and west Santa Clara County.

A third alternative was developed. In addition to the elements of the second plan, this plan incorporated a dispersion of the location of employment in order to promote a "contra-flow" of traffic and thereby increase the effectiveness of the existing and proposed facilities. The analysis of this alternative indicated a level of congestion that was comparable to the level of service which exists today. This alternative forms the basis for the recommended transportation plan. An illustration of the planning process, as described above, is shown in Figure 21.

Trips that Leave the County. It was estimated that the percentage of trips that are generated from the City and leave the County will remain approximately the same as that of today (five percent daily). However, these projections, which were extracted from a regional model, were based on a much lower employment growth in the San Jose area than that projected in GP '75. If the projected employment in the San Jose area is realized, the percentage of inter-county trips will be less than five percent.

Travel Patterns. The existing random dispersion of travel will continue to be the predominant travel pattern through 1990 (See Travel Desire Maps).

b. Use of Travel Right-of-Way

The dedication and improvement of street (travel) rights-of-way are designed to provide proper access to the land and mobility throughout the City in a manner that is consistent with the public safety, convenience, and general welfare. However, in addition to its primary function as a corridor for person travel, public safety vehicles (fire trucks, ambulances, and police vehicles), and goods movement, the street right-of-way also functions as a corridor for sewage, drainage, utilities, and communication lines. An awareness and appreciation of the versatility and adaptability of the street right-of-way is basic in the design of the 1990 travel rights-of-way system. The illustration in Figure 24 shows the existing and possible future use of City travel rights-of-way.

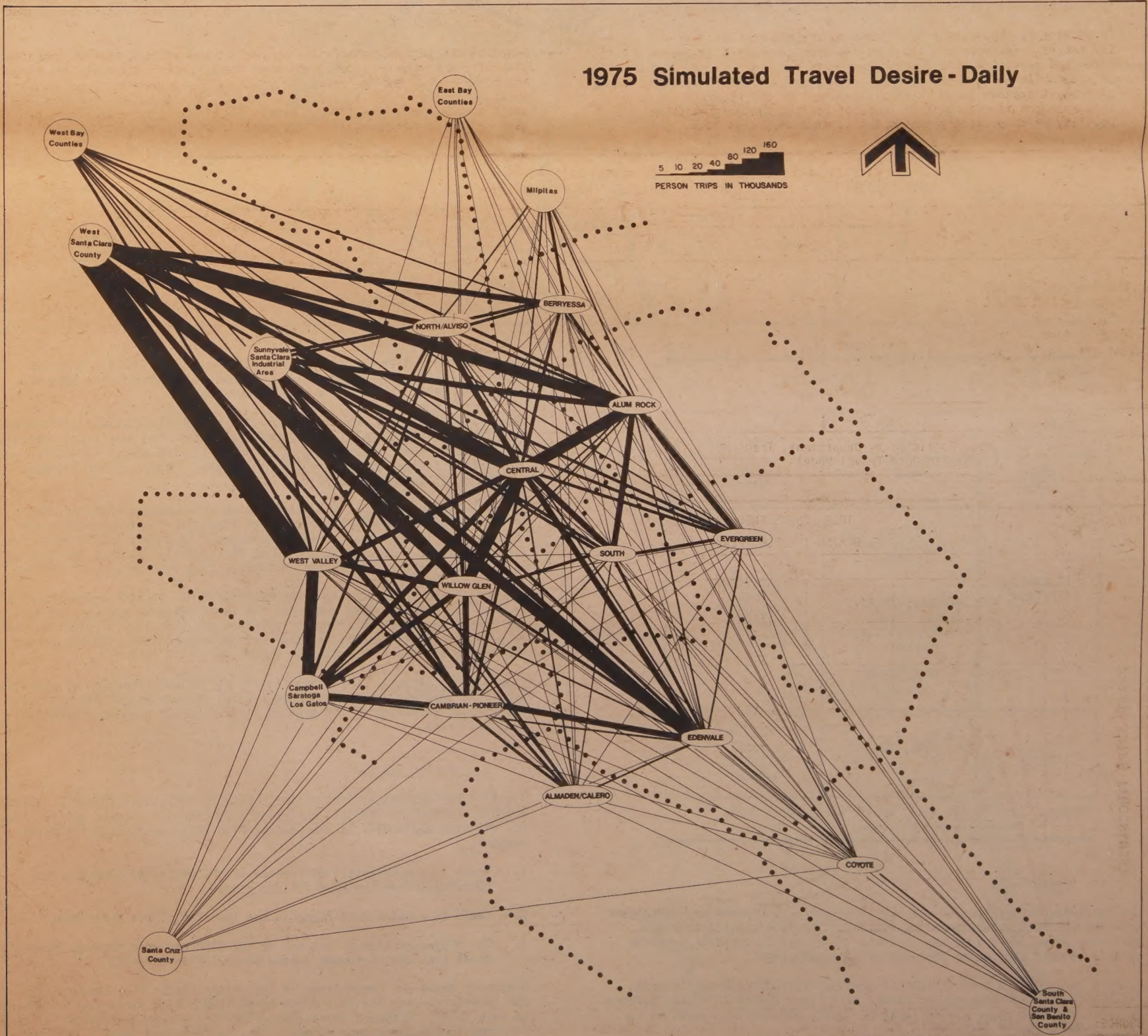
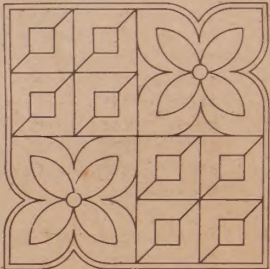
B. Transportation System Components

1. Thoroughfares

a. Key Findings

Number of Trips. During the peak hour of travel, the number of trips generated within San Jose will increase by 40%; from 190,000 in 1975 to 270,000 in 1990.

Trips that Remain in San Jose. A greater percentage of trips generated in San Jose will remain within the City. As a result, the average length of trips will decrease.



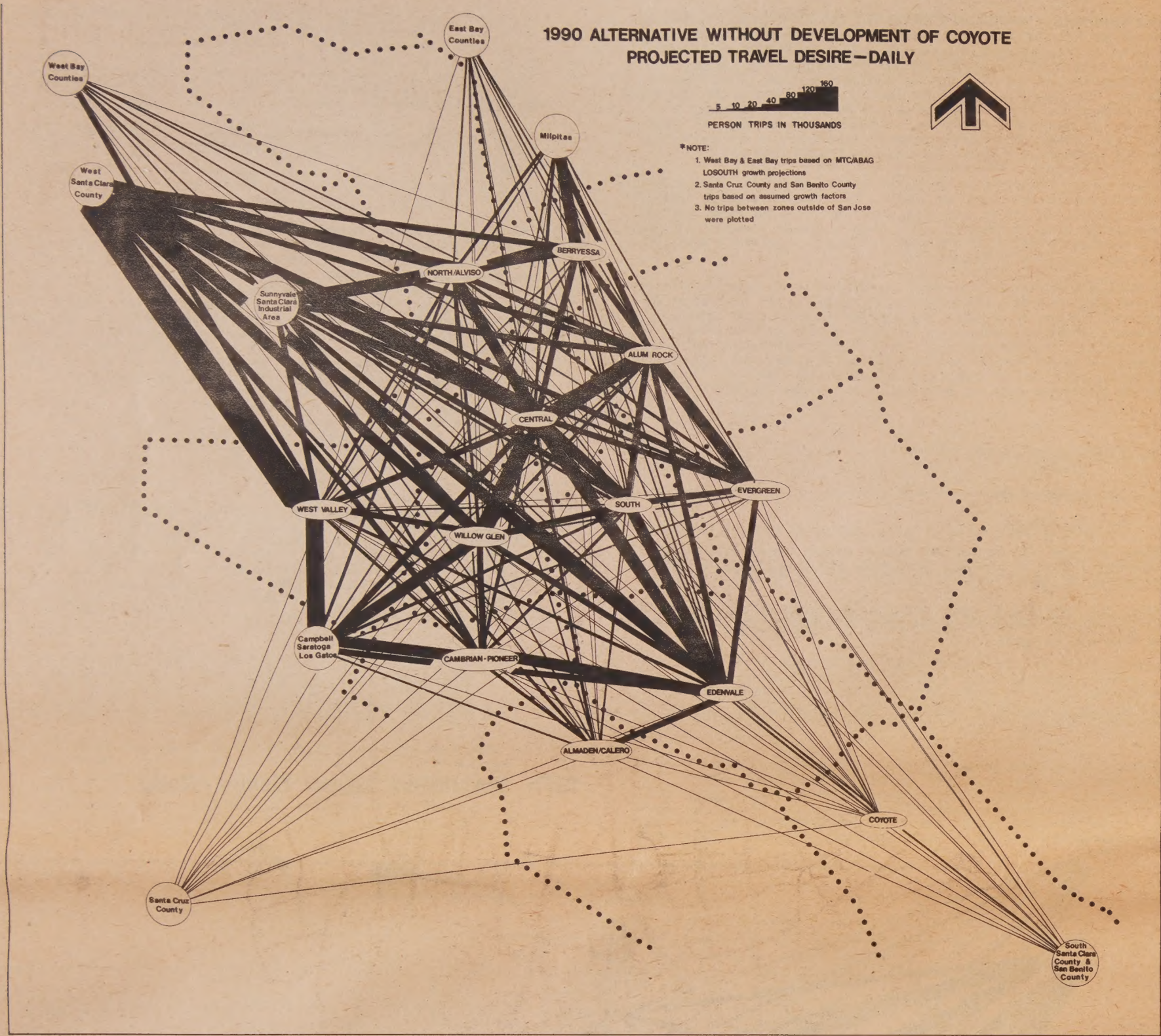


FIGURE 24 EXISTING AND POSSIBLE USE OF CITY TRAVEL RIGHTS-OF-WAY

LOCATION IN RIGHT-OF-WAY	EXISTING USE	POSSIBLE FUTURE USE
ABOVE GRADE	NONE	EXCLUSIVE TRANSIT
AT GRADE (Surface)	UTILITIES EXCLUSIVE BIKE (0-20%) GENERAL VEHICLES (Auto, Truck, Bikes, and Buses) (50-80%) PEDESTRIAN (20-30%)	EXISTING PLUS EXCLUSIVE TRANSIT
BELOW GRADE	UTILITIES	EXISTING PLUS EXCLUSIVE TRANSIT

SOURCE: City of San Jose, Public Works Department, Transportation Division

c. Definitions

The following definitions of thoroughfare system components are consistent with the San Jose subdivision regulations. The land service function, mentioned below, refers to the provision of access to abutting property as this concept applies to the subdivision regulations:

Transit Corridor. A travel right-of-way that includes special transit facilities such as reserved bus lanes, rail lines (existing and/or future), or guideways that serve a high level of travel and provide selected access to the adjacent land.

Freeway. A facility devoted entirely to the task of traffic movement performing no land service function. It has full control of access and separation of all conflicting traffic movement.

Expressway. Facility devoted to the task of traffic movement performing little land service function. Generally divided with some grade separated interchanges, some intersecting streets not carried across the median and remaining intersections controlled by signals. (Note: State Highways considered in this category).

Arterial (Major Street). A facility which accommodates major movements of traffic not served by expressways or freeways. Designed mainly for through traffic, but also normally performs a secondary land service function. Abutting property has access to the facility; parking and loading may be restricted or prohibited to improve capacity for moving traffic.

Major Collector. A facility which serves internal traffic movements within an area and connects this area with the major arterial system. It does not handle long through trips but performs the same land service function as a local street. Traffic control devices may be installed to protect or facilitate traffic on a collector street.

Local (Minor Street). A facility having the primary function of providing access to immediately adjacent land. Local streets may be divided into sub-classes according to the type of land it serves such as residential and industrial.

2. Public Transit

The findings and conclusions of the County Transit Study (Phase I - Rapid Transit Development Project) analyzing a 30% transit mandate by 1990 are not directly applicable to the General Plan Revision for the following reasons:

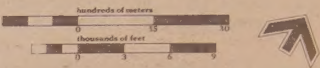
- 1. There is a substantial difference in the projected number of new households over the next fifteen years.
- 2. There is a major difference in the location of new employment.
- 3. The projected highway network of the RTDP has more highway improvements than that proposed in the General Plan revision.

Presently there are communities in the United States of a similar size and density as San Jose that serve a relatively high percentage of journey to work trips. Although there appears to be a strong correlation of transit usage to the percentage of poor, it is a fact that transit can serve a low density population to a much greater degree than our present system.

Legend

- Multi-Modal Transit Corridor
- Exclusive Transit Corridor
- Bicycle Lane
- Bicycle Route
- Bicycle Path

Candidate Transit Corridor
System and
Bicycle Route System



Future transit improvements must be responsive to the different characteristics associated with both shorter and longer distance trips. Service for the shorter distance trip or local service, must be adaptable to the existing investments in streets and compatible with the adjacent land uses. In addition to these characteristics, service for the longer trip or corridor service must provide a relatively direct route between origin and destination at a relatively high speed.

Based on its availability, adaptability, and performance characteristics, the bus will be the primary mode of transit for local service. It is estimated that there will be a need for a minimum of 1,400 buses countywide of which approximately 700 buses will be required in San Jose.

There are several technologies available to serve the need for corridor service. These include fixed guideway transit, rail transit, and the priority treatment of buses. The applicability of these technologies will be pursued on a countywide level in the immediate future.

Irrespective of the type of technology in the corridor, the determination of the corridor itself should be based on the considerations below:

- 1. Provides an alternative to trips otherwise using streets operating at a level of service "E".
- 2. Provides a direct route for a significant number of person-trips which are greater than ten miles in length.
- 3. Provides access to major industrial, business, civic, and educational facilities.
- 4. Does not constitute an obvious barrier and/or disruption within a neighborhood.

An immediate need in the development of future transit corridors is the preservation of necessary right-of-way. (See Candidate Transit Map).

The distribution of person trips by length and purpose indicates that a demand for both local service (less than 10 miles) and corridor transit (greater than 10 miles) will exist. During the PM peak hour, approximately 70% of the trips will be less than 10 miles in length, 22% of the trips will be 10 to 20 miles in length, and 8% of the trips will be greater than 20 miles in length. (See Desire Line Maps)

3. Travel Control

a. Work Scheduling Changes

Under this approach, work hours are shifted so that the generation of work trips during the peak travel period is more evenly disbursed. Presently, several large employers have programs designed to stagger the arrival and departure of employees. The primary objective of these programs is to reduce local access congestion.

A coordinated systemwide effort to stagger work hours is necessary in order to significantly reduce the systemwide congestion during the peak travel periods.

b. Carpooling

Under this approach, commuters are organized into carpools thereby increasing the occupancy and efficiency of the automobile. Presently, individual efforts by employees to encourage carpooling have produced a limited increase in auto occupancy. Systemwide, the impact of increased carpooling has been negligible. The theoretical potential of carpooling is remarkable, however. By doubling the average occupancy of automobiles few if any new improvements to the thoroughfare and transit system would be necessary during the planning period. Realistically, dramatic increases in auto occupancy are unlikely based on past and recent trends, and would be very difficult to achieve in the absence of very restrictive policies. Data indicate that the average auto occupancy for work trips has decreased over the last ten years in Santa Clara County from 1.17 to 1.09 persons per auto. A conscientious program to increase the auto occupancy for commute work trips should achieve an occupancy at least equal to the past auto occupancy figures.

4. Bicycle Plan

Approximately 1.6 million person trips during the day will be less than five miles (or 48% of all trips) by 1990. A large portion of these trips could be made by bicycle.

Facilities that explicitly provide for bicycle travel are termed bikeways. The three types of bikeway facilities are as follows:

Bike Route. A bike route is a street identified as a bicycle facility by "Bike Route" guide signing only. There are no special lane markings and bicycles share the roadway with motor vehicles.

Bike Lane. A bike lane is a lane on the paved area of the street for preferential use by bicycles. It is located along the edge of the paved area or between the parking lane and the first motor vehicle lane. It is identified by "Bike Lane" signing, special lane lines and other pavement markings. Bicycles have exclusive use of a bike lane for longitudinal travel, but must share the facility with motor vehicles and pedestrians crossing it.

Bike Path. A bike path is a special pathway facility for the exclusive use of bicycles which is spatially separated from motor vehicle facilities. A bike path may be within the street right-of-way or a special right-of-way not related to a street facility; it may be grade separated or have street crossings at designated locations. It is identified by guide signing and also may have pavement markings.

a. Criteria for Bikeway Location

Bike Routes. Bike routes will be used in predominantly residential areas to route cyclists from a bike lane or bike path to a similar facility or to an attraction such as an elementary school, park or neighborhood shopping center. The length of the facility should not exceed one mile. The auto traffic in the lane adjacent to the bike route should not exceed 2,000 vehicles per day and the 85th percentile automobile speed in the lane adjacent to the bike route should not exceed 35 mph.

Bike Lanes. Bike lanes should be provided in all major City thoroughfares or within a parallel facility no more than one-quarter mile from the major travel way. The 85th percentile automobile speed in the lane adjacent to the bike lane street should not exceed 40 mph.

Bike Paths. Bike paths should be installed within the right-of-way of new freeways. Bike paths should also be provided within linear park chains, and other similar areas whose characteristics are conducive to a bike path.

b. Standards

The minimum standards for bicycle routes, lanes and paths shall conform to the section on bikeways in the State of California Highway Design Manual. The standards include right-of-way widths, gradients, clearances, structural section, structures, alignments and sight distances.

FIGURE 25
MILEAGE OF PROPOSED BICYCLE ROUTES IN SAN JOSE

BIKEWAYS	TRAVEL CORRIDORS				TOTALS
	FREEWAY	EXPRESSWAY	LOCAL	OFF-STREET	
ROUTES	0	0	12	0	12
LANES	0	19	286	0	305
PATHS	13	17	12	24	66
TOTALS	13	36	310	24	383

SOURCE: City of San Jose, Public Works Department, Transportation Division

5. Other Transportation Components

Several other Transportation System components are included in the Goals and Policies section, such as pedestrian mobility, parking, rail, truck, air transport and the downtown Core Area.

C. Transportation Cost and Impacts

1. Cost

The total direct cost of transportation to the individual is the summation of expenditures to other individuals, organizations, and governments for transportation equipment, facilities, and services as indicated below:

- Public Costs - Government Expenditure
 - Construction and maintenance of thoroughfares and parking.
 - Acquisition and operation of transit facilities.
 - Others (bicycle facilities, pedestrian safety, etc.)
- Private Costs - Individual and Organization Expenditures
 - Construction of thoroughfares and parking as part of private development.
 - Transit fares.
 - Purchase, maintenance, storage, operation, parking, and insurance cost of automobiles, trucks, motor bikes, and bikes.

The actual private cost varies considerably between individuals and is generally a function of the individual's economic resources.

The public cost also varies and is a function of the public programs. Major public costs associated with future transportation services are identified in the following table. It is noted that costs associated with air transportation including possible airport expansion, are not included due to the current status of studies regarding the airport. The costs shown do not include costs of reconstruction of existing facilities that may be required during the next fifteen years. These costs have not been quantified at this time.

2. Congestion

In San Jose, the description of congestion is based on the level of service concept developed by the National Academy of Sciences, and as described in the Highway Capacity Manual (HCM). The designations for the levels of service are the letters A through F. Looking at the extremes in the scale, the letter A is equivalent to a condition where travel flow is not impeded due to congestion, while the letter F is the condition where the flow of traffic actually decreases due to congestion. The letters B through E are qualitative measures of increasing congestion due to friction created by traffic.

The basis for the levels of service on urban streets is termed "load factor". This factor is a measure of the degree of utilization of an intersection during the peak hour of traffic. More precisely, it is the ratio of the number of green-light phases that are loaded or fully utilized, to the total number of green-light phases available during the same period. However, for some intersections in San Jose, the description of load factor is not directly applicable due to advances in traffic signalization technology. The new traffic actuated signals respond to the

demand of traffic while the older signals were basically fixed time. This means instead of waiting through several fully loaded short cycles to clear an intersection, a driver may wait several minutes for his phase, or turn, within a single long cycle.

Therefore, levels of service are measured in other quantitative terms. One measure is the ratio of actual traffic volume to the capacity of the intersection. Although this factor can be directly equated to levels of service, its drawback is that it usually is not recognizable by the driver. A second and more recognizable measure of level of service to the driver is increased travel time. The drawback with this measure is that it is a function of the operational characteristics of the signal, and therefore is susceptible to variation.

To illustrate the effect of different levels of service on travel time, a set of hypothetical work trips is portrayed in Figure 26. Hypothetically, each of five trip makers live the same distance from their job and travel the same distances on the freeway and major City/County street systems.

Presently, the majority of the signalized intersections in the City operate in the level of service B and C range during weekday peak travel periods. However, many of the major intersections operate in the D range. In addition, there are a few critical intersections that operate in the E range. In order to reference the level of service designation to "real life" conditions, the following major intersections are operating at levels of service D or E.

List of Existing Intersections
Operating at Level of Service D or E
(As of January 1, 1976)

Level of Service D	Level of Service E
Aborn at White	Almaden Expwy. at Blossom Hill
Alum Rock at King	Bascom at Camden
Alviso-Milpitas Rd. at First	Bascom at Hamilton
Bascom at San Carlos	San Tomas Expwy at Stevens Creek
Blossom Hill at Cahalan	
Branham at Camden	
Camden at Leigh	
Camden at Union	
Capitol Expwy at King	
Capitol Expwy at Story	
Coleman at Hedding	
Curtner at Monterey	
First at Santa Clara	
Hamilton at Leigh	
Hamilton at Meridian	
King at San Antonio	
King at Story	
Lawrence Expwy at Prospect	
Moorpark at Saratoga	
Old Oakland Rd. at Trimble	
Quimby at White	
Stevens Creek at Winchester	

15 Year Public Cost Totals
(In 1975 Buying Dollars)

Plan Component	Cost (in millions of dollars)		
	Capital	Maintenance and Operation	Total
Thoroughfares (1)			
City streets	100	67	167
County expressways	40	3	43
State freeways	400	24	424
Transit (2)	40	600	640
Travel Control Programs	0	3	3
Bicycles	3	See Note (3)	3
Pedestrian	See Note (3)	4	4
Parking	12	See Note (4)	12
Total	595	701	1296

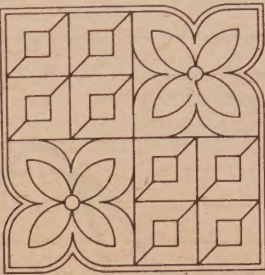
- (1) Maintenance cost of \$67 million includes all maintenance requirements for both local streets and thoroughfares (street lighting, signals, landscaping, paving, etc.). This amount represents a projection of current maintenance levels and does not relate to a qualitative increase in the level of maintenance.
- (2) Transit costs are for 50% of Countywide bus service. Costs do not include rail or guideway improvements in transit service.
- (3) Costs included in thoroughfare system.
- (4) Estimated revenues projected to cover expenditures.

FIGURE 26
LEVEL OF SERVICE IN TRAVEL TIME

TRIP MAKER	TRANSPORTATION SYSTEM LEVEL OF SERVICE	TOTAL TRAVEL TIME ^a
Mr. A	A	20 min.
Dr. B	B	22
Mrs. C	C	24
Ms. D	D	26
Miss E	E	31

SOURCE: San Jose Public Works Department, Transportation Division

a. Travel time includes the time on freeways, arterial and major collectors, local streets, and parking time.



Legend

Existing and Projected
Traffic Congestion
(Thoroughfares and Major Collectors)

- Congestion Equal to Level of Service E
- Existing (1975) Intersection
- Existing (1975) Freeway
- Projected (1990) Intersection
- Projected (1990) Freeway



FIGURE 27
COMPARATIVE ANALYSIS
OF
LEVELS OF SERVICE C, D, AND E

LEVEL OF SERVICE (LOS)		PEAK PERIOD TRAVEL CHARACTERISTIC		PUBLIC COST
Overall	Range	Avg. Commute in Minutes	Duration in hours A.M. & P.M.	Relative to GP'75 at LOS D
Existing at LOS D	C-E	25-27	2-2.5	---
GP'75 at LOS D	C-E	25-27	3-4	---
GP'75 at LOS C	B-D	23-25	2-3	Several Times Greater
GP'75 at LOS E	D-F	27-35	5-6	10-25% Less

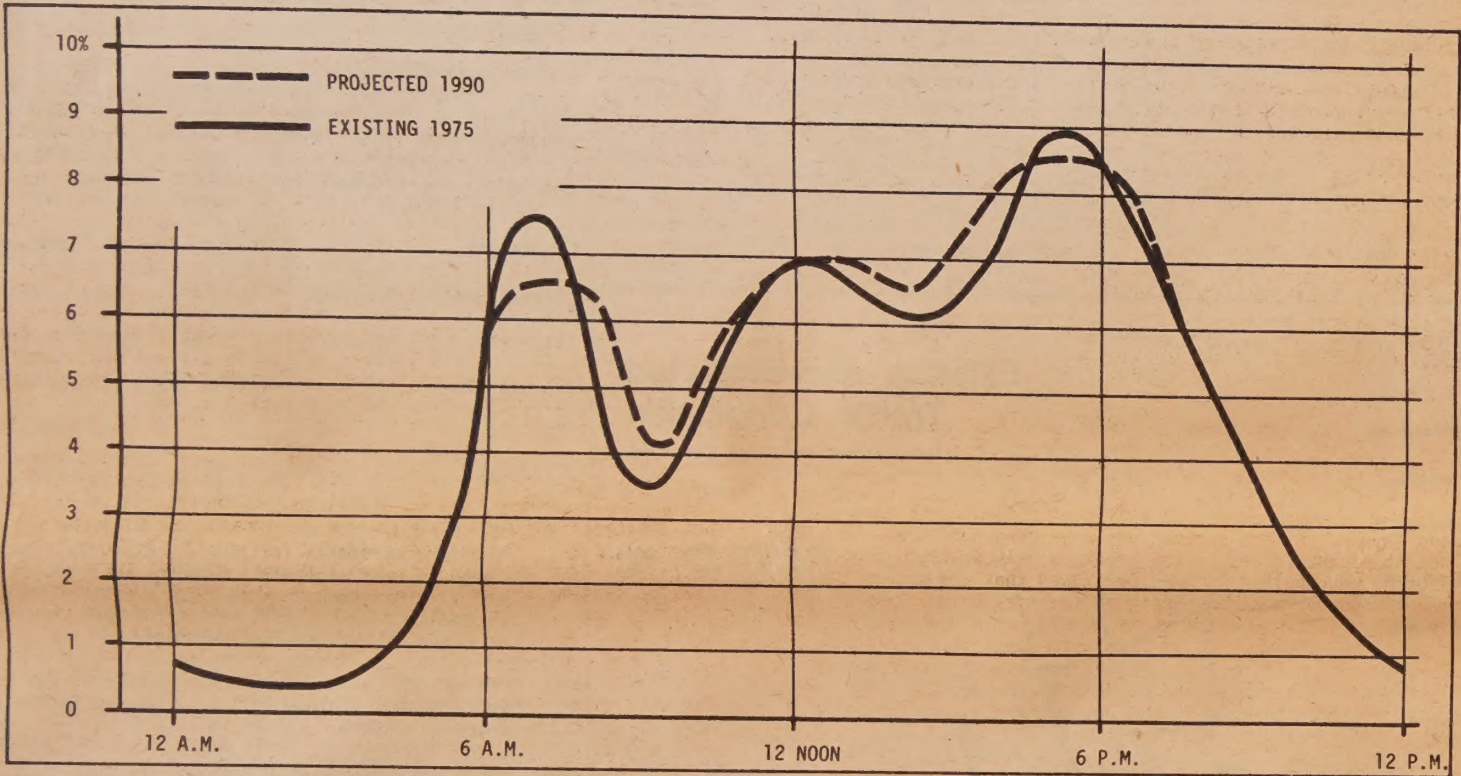
IMPLICATIONS

This equates to a maintenance of the overall level of Service that exists today. Few non-freeway facilities would exceed Level of Service D.

The excellent traffic flow provided by an entire system operating at this Level of Service would attract a significant percentage of potential transit users back into the auto and in effect, tend to cancel the additional street capacity by inducing more travel by automobiles.

With an overall Level of Service E, in fact a number of facilities will operate at Level of Service F, a condition where the flow of traffic is less than capacity and is continually interrupted. The would be exponential increases in pollution emittance and fuel consumption associated with the incremental increase in congestion. A significant amount of through traffic would opt to use local residential streets.

FIGURE 28
FLUCTUATION OF DAILY AUTO TRIPS



SOURCE: City of San Jose, Public Works Department, Transportation Division

The overall level of service on the 1990 system will be comparable to the level of service that exists today. As shown on the level of service maps, the freeways will continue to be fully utilized to the same degree of congestion that presently exists. Intersections that will experience considerable congestion (level of service E range) are also shown on these maps.

Although the degree of congestion will be comparable to what exists today, the duration of the daily congestion will increase. This factor is shown in Figure 28 and is attributable to the effect of projected staggering work hours, transit, and increased auto occupancy and the travel characteristics of discretionary trips for shopping, social, and recreational purposes.

3. Energy and Pollution

The Transportation Plan has an implied consumption of energy and generation of air pollutants. However, unlike the other major impacts that were addressed from a local perspective (congestion, social needs, and neighborhood disruption) the conservation of energy and the reduction of air pollution must be viewed within the context of larger public arenas. The conservation of energy, more specifically petroleum, must be directed at the Federal level; likewise, the reduction and maintenance of air pollution must be coordinated at the regional level (San Francisco Bay Area).

The Transportation Plan, therefore, was not measured in terms of solving the nation's energy shortage or Bay Area pollution, since neither problem could be solved solely by the actions of San Jose. Basically, the impact of the City's Transportation Plan will be a reduction of energy consumption and air pollution emittants per capita. The total net impacts associated with the City's transportation system will range from a slight increase to a slight decrease from the existing petroleum consumption and air pollution emittants. The determination of these impacts were based on the following factors:

- a. A 50% increase in daily person trips due to the increase in households and employment.
- b. An increase in daily vehicle trips between 20-25%. The difference between the percent increase of vehicle trips and person trips is attributable to the planned increase in public transit service and auto occupancy.
- c. A decrease of approximately 10-15% in the average length of vehicle trips due primarily to the location of employment opportunities closer to employee populations.

Therefore, there will be an increase of 5 to 15% in total vehicle mile travel between now and 1990. This is the travel associated with the urban activities in San Jose. It is noted that a portion of the trips originate from households outside San Jose and that some of the travel passes through areas outside the City.

- d. A decrease in the pollution emissions and an increase in fuel economy for future vehicles. Based on current legislation and Federal estimates, the 1980 automobile will be virtually pollution free and the mileage for the average automobile could nearly double by 1990. The pollution emission and fuel mileage for future vehicle populations consider the distribution by model year, average mileage by model year, deterioration factors, in addition to the model's performance characteristics.

In addition to these factors, the following considerations will also directly affect energy consumption and air pollution emissions:

- a. Percent of trips that occur while the engine is "cold".
- b. Effect of bicycle usage on reducing short trips made by automobiles.
- c. Intensity, duration, and number of occurrences of congestion.

4. Social Needs

Today, if an individual does not have access to an automobile, either as a driver or passenger, his mobility is restricted. In fact, in some instances his mobility is severely impacted. The reasons for this restriction in mobility are a lack of funds to afford an automobile, a legal prohibition from, or physical incapability of driving. At the same time, alternatives to the automobile are limited.

A relatively large segment of San Jose's population falls within the mobility disadvantaged classification as described above. Slightly more than 100,000 of the City's 540,000 residents have some form of special mobility problem. An estimation of the problems associated with four segments of the City's population is shown in Figure 29.

A fifth segment of the population, ethnic minorities, has been suggested as a mobility disadvantaged group. However, being a member of an ethnic minority, in itself, is not synonymous with any special mobility problem. Therefore, the handicapped, poor, elderly, and young of the ethnic minorities should be considered as mobility disadvantaged for reasons associ-

FIGURE 29 ESTIMATE OF MOBILE DISADVANTAGED NEEDS IN SAN JOSE, 1975

RESIDENTS WITH SPECIAL NEEDS	PERSONS				TRANSPORTATION NEEDS	
	TOTAL IN CATEGORY	NET NUMBER ^a	% WITH PROBLEMS	NUMBER	CONVENTIONAL TRANSIT	SPECIAL SERVICE
HANDICAPPED	34,000	34,000	80%	27,000	24,000	3,000
POOR	47,000	44,000 ^b	95%	42,000	42,000	0
ELDERLY	30,000	14,000	20%	3,000	3,000	0
YOUNG ^c	83,000	61,000	50%	30,000	30,000	0
TOTAL	170,000	132,000	--	102,000	99,000	3,000

Source: City of San Jose, Public Works Department, Transportation Division
a. Net number equals total number in category minus persons already counted in preceding categories.
b. In the absence of any data, it is assumed the % handicapped who are poor is equal to the % handicapped of the total population: 32,000/540,000 (47,000) = 3,000.
c. The young include the junior and senior high school age group plus all handicapped and poor (ages 5 through 17).

ated with the problems of those four segments of the population and not because of their race or origin.

Although the composition of the City's population over the next fifteen years, in terms of the groups identified above, may slightly change, the magnitude of the problems and needs will remain. The proposed transit plan addresses these needs. An increase of more than 600% in the size of the bus fleet is proposed. The corresponding service will significantly increase the opportunity for travel for all segments of the population and, in particular, those groups without direct access to the automobile. Provisions included in the pedestrian plan also respond to the physical needs of the handicapped and the safety considerations for the young.

5. Neighborhood Disruption

Neighborhood disruption due to vehicular travel generally occurs when through traffic traverses a neighborhood. To a certain degree, this situation is applicable to almost every neighborhood in the City; and to a certain degree, it is precipitated by members of all neighborhoods. However, the disruption of a neighborhood seems to be relevant when the amount, speed, and vehicle mix of traffic significantly decreases the liveability of the area.

In addition to these general characteristics, it was found that noise, fumes, house or building removal, removal of mature landscaping, conflict between vehicular and pedestrian movement were specific items of concern.

It was also found the term "neighborhood" had a different meaning to different individuals and groups. At one extreme was a neighborhood that consisted of a few dozen households and at the other, a neighborhood consisted of several thousand households. It was concluded that the common denominator of a neighborhood was a strong sense of identity with a certain area of the City and that this characteristic could not be equated to a specific number of households or size of area. The analysis, therefore, of possible disruption of neighborhoods was in response to concerns raised by individuals and groups representing different areas of the City in concert with a review of the subject with the Transportation Subcommittee of the General Plan Coordinating Committee.

As a thoroughfare plan was developed, facilities that were controversial in terms of their possible negative impacts on adjacent land uses were examined. Of specific concern were those negative impacts that were not mitigable, had feasible alternatives, or were not offset by overall benefit. This examination was a primary factor in the deletion of the following facilities from the Transportation Diagram:

- Auzerais Avenue - William Street Connection
- Cherry Avenue Widening
- Fruitdale Avenue - Williams Road Connection
- Julian Street - St. James Street Widening
- Minnesota Avenue Widening
- Morrison Avenue Widening
- Pine Avenue Widening
- Pine Avenue - Phelan Avenue Connection
- San Antonio Street Widening
- San Carlos Street Widening
- San Carlos Street - San Antonio Street Connection
- Second Street (Recommended Closure)
- Taylor Street Widening
- Thirteenth Street Widening
- Umbarger Road Extension
- Vine Street Widening
- William Street Widening

IV. IMPACTS OF THE GENERAL PLAN

A. The Environmental Impact of the Proposed Action

The General Plan projects an increase of 164,000 people for San Jose's sphere of influence by 1990. This increase is by no means insignificant in terms of the new construction and social disruption created by this influx. However, when one views this growth in terms of San Jose's previous growth, especially during the past fifteen years, the impact of this population growth takes on an entirely different perspective.

During the past fifteen years San Jose's population has more than doubled. This 100% increase is a dramatic contrast to the 76% increase in population projected for 1990. Given this difference, it may be possible to make a valid comparison between growth as it has and will affect full urbanization of the valley floor. Before this can be done, certain assumptions must be made as to the different effects of residential, commercial and industrial growth. Are these effects cumulative, or is residential development the real impetus to growth? Additionally, within the urban area, how much of the undeveloped land has already been irrevocably committed to urbanization by previous developments which now surround these properties? Finally, which undeveloped land on the urban fringe is still of value for non-urban uses, thus, not crucial to successfully completing the urban system?

The purpose of this analysis will be to create a scenario which illustrates the impacts on existing development, and upon land which is only suitable for urbanization. This comparison will focus on environmental impacts which affect both the natural physical environment and the man-made environment. It is essential that these two elements be compared so that one can realize the extent to which social and economic benefits are balanced with environmental needs and goals.

1. The Effects of Urbanization

It has often been assumed that urbanization of an undeveloped area ultimately leads to the total alteration of the natural environment. Evidence indicates that this is a logical argument. When urbanization occurs, the native species of flora and fauna or agricultural products are removed, and if replanting occurs the area receives species of Mediterranean varieties which require extensive fertilization and watering. Extensive ground coverage through construction of roads, sidewalks and buildings, increases storm runoff which results in high pollution concentrates in natural waterways, and reduces ground percolation, thus affecting valuable water supplies. It also increases solar radiation, resulting in air temperature increases affecting the climate. These are only primary impacts. Other numerous secondary impacts relating to air quality, water quality, and depletion of natural resources, effected through urbanization, impact not only the local community, but the region as well.

The effects of urbanization on the man-made environment are much more complex and open to discussion. The City considers physical, social and economic consequences as environmental impacts of urbanization and is not arbitrarily limiting discussion to impacts on the natural environment. Physical, social and economic impacts occur with complex interrelationships, and each must be considered as part of that system. For example, traffic systems are only meaningful if transportation links are complete; and they are of little or no value if the facilities they are supposed to serve do not exist. The circulation system provides for various forms of social and economic interaction which, in turn, affects the basic city form and design. The low density suburban city form which exists in San Jose creates our high level of dependence on the automobile for mobility. It also limits social interaction by isolating families and individual neighborhoods from one another. These basic elements interact to control and promote the basic physical and social image of the City.

Given the need to address impacts on the natural and man-made environments, the following assumptions will be made:

2. City Form

a. Residential

The basic character and form of the City is already established. Low density sprawl has created an automobile oriented low profile community, characterized by single-family detached dwellings on separate lots. Commercial and industrial facilities are also vehicle oriented. The circulation system is well established with major trip functions delegated to arterials, expressways, and freeways. Previous leapfrog development has resulted in an irregular, but definable urban boundary with numerous parcels of varying sizes; with non-urban uses being held for future urbanization. Commercial development is largely complete with numerous areas of strip commercial development, as well as numerous neighborhood serving shopping centers widely dispersed throughout the community.

Since residential patterns are well established, with little land available for continued residential development, future residential construction will be very limited in relationship to that which has already occurred. The limited residential development that could occur, will not alter the form, design or impact of residential development. Additionally, current and projected market conditions indicate that the home buyer overwhelmingly prefers the single family detached home. While costs of housing have rapidly increased, the broad market appeal of single family homes has not diminished. Alternatives utilizing other forms of development such as clustering and higher densities, are not achieving any major market impact in San Jose. It appears that these trends will continue, at least in the short term, resulting in the development of smaller single family homes with fewer amenities on smaller lots.

b. Commercial

Commercial development is well established and, with the exception of major outlying areas, most commercial developments have been programmed or are already developed in San Jose. Commercial developments traditionally rely on established and well-programmed development. Due to decreased demand therefore, commercial development has declined in recent years. Additionally, development and marketing difficulties have lead to bankruptcy by large department store chains resulting in significant vacancies in many shopping centers. Except for the urban fringes, this large amount of unused commercial development, plus the available supply of commercial zoning within the urban area will accommodate new demands for commercial development. Large attractors, such as regional centers, are not anticipated. This limitation on feasible commercial and residential growth will preclude commercial development from fostering any major new growth within San Jose.

c. Industrial

The potential impact of industrial development contrasts with residential and commercial trends. Projections indicate that San Jose can be expected to capture a greater and greater portion of the industrial base in Santa Clara County. Traditionally, industrial development has occurred in the north county but recent trends, as well as an almost complete exhaustion of northern developable land, have accelerated development to the southern portion of the County. San Jose has a policy of aggressively promoting industrial development to strengthen its tax base. This promotion will lead to increased development of industrial properties in San Jose which should continue to increase at accelerated rates into 1990. Industrial development will provide the employment base for more of San Jose's residents to work within the City, thus reducing the large number of work trips to the north County. Since the available supply of residential land will not accommodate the potential employment generated from the industrial growth, the deficiency is expected to be alleviated by residents leaving from employment elsewhere as well as by residential development being accommodated in nearby cities.

The net result of this development will be a reversal of San Jose's existence as a bedroom community to a more balanced City which provides both housing and work for its residents. Industrial development will not create growth for growth's sake, but rather will respond to the economic needs of the community.

Countywide industrial growth projections and policies may lead to eventual housing shortages throughout Santa Clara County. This potential shortage could have the effect of inhibiting industrial development if a sufficient labor force is not available to these new industries within the employment region. This dilemma must lead to a reevaluation of the housing and industrial development policies by all the cities in the Santa Clara Valley.



3. Impact - City Growth and Maturation

Growth, in terms of the 164,000 persons and hundreds of acres of industrial development, can only be analyzed in the General Plan for primary impacts. The transformation of the remaining land will finally alter most of the last remaining natural environment within the urban area. However, no matter how undesirable, one must recognize that this transformation has been occurring for more than one hundred years. In fact, the agricultural orientation of the valley represented an alteration of the natural grasslands that existed before the area became subject to western settlement. One must, therefore, view this continuing transformation versus our ability to support an urban population without irreversibly altering the overall balance of nature.

If industrial growth occurs at the proposed rate in San Jose and cities in the immediate region, a severe housing shortage will occur in San Jose as well as the region.

The assumptions made regarding the potential for various forms of City growth and the manner in which the General Plan promotes these uses, represent a limited continuation of existing land use pressures and trends in development for those areas designated for residential and commercial usage. Those lands proposed for industrial development have been so designated based on the need for an expanded industrial tax base as well as the need to reorient present trends in work trips.

The concept of maintaining primary trends of residential and commercial development might appear to continue past forms of urban sprawl and its relatively severe environmental impact not only in the manner by which land is transformed, but by the amount of resources that are continually needed to maintain this urban form. For example, large amounts of street area need to be maintained; the high degree of auto orientation usually results in high levels of gasoline consumption, air pollution and traffic congestion; typical single family housing designs remain as energy inefficient residential habitats. However, except for south Evergreen and portions of Edenvale, this dominant trend will shift to multi-family projects to accommodate higher densities necessary to achieve the planned population level.

Continued development of single family dwellings would necessitate expanding the urban area to accommodate the additional population. This expansion would probably extend into the Coyote Valley. The severity of that impact would be described in terms of capital cost and alterations and requirements to alleviate flooding, provision for transportation, significant decreases in relative air quality, as well as a loss of valuable agricultural land. (Additional impacts related to development of Coyote are discussed in the "Alternatives" Section.)

Pressures for urban growth will continue after 1990. If, in the future or after 1990, there is to be an increase in container size and holding capacity, a variety of objectives must first be accomplished. These objectives would include solutions to provide for necessary facility and

service funding levels, solutions to socio-economic problems, advances in methods of moving people and goods, solutions to waste management problems, methods to protect resources and the environment, and achievement of economic balance with proper locational relationships between industrial sites and the residences of employees. The foregoing objectives should be attained well in advance of continued expansion of the City beyond the planned 1990 optimum population and urban container.

Reversal of the trend for single family development, while creating some additional usage on City streets as well as demands on existing City services, could not be equivalent to that demand generated by suburban expansion. Urban densities would still be well within a range of compatible uses to maintain the character of this community. Secondary benefits of the higher densities would also be reflected in better utilization of primary governmental facilities and services such as mass transit systems, police and fire services and cultural facilities such as libraries, community theaters, etc. Full development of these residential districts will provide a necessary basis for the City to begin maturing to a community with its own character and identity which has never really been possible before because of the heretofore huge annual influx of new residents.

4. Air Quality

Air quality, already a significant problem due to the numbers of days we exceed air quality standards in San Jose will, in the short term (2-5 years), improve but then continue to become more polluted as the San Francisco Bay Area becomes more urbanized. While the level of auto emissions generated within the City will remain at about the same levels, this will occur as a result of improved auto emission controls. Since the BAAPCD predicts higher emission levels for San Jose and the entire Bay Area, one must assume that the overall problem of poor air quality will become increasingly worse, with a greater number of days in which air quality standards are exceeded.

A major factor necessary to improve our air quality is related to the City's ability to regulate the amount and duration of automobile usage within San Jose. A reduction of average trip distance would contribute to a reduction in auto emissions, and is a benefit of the General Plan. Increased residential densities near the central parts of the City will also contribute to a reduction in emissions and auto usage on a citywide basis.

However, alternatives to this General Plan could drastically alter these emission levels. The "no growth" alternative, if successfully implemented, would stabilize the population level. Even without transportation controls, improved auto emissions would greatly reduce localized carbon monoxide levels. If other cities northerly of San Jose were to adopt similar pollution transportation controls, pollution levels might greatly improve. But if they grew at projected levels, San Jose would probably not realize significant reductions in pollution levels. This would occur because most air quality studies indicate that the dominant northwesterly wind currents transport pollutants generated north of San Jose. While San Jose's residents would only minimally benefit, the residents of Morgan Hill and Gilroy and south valley might observe improved air quality conditions.

Overall air quality conditions could receive even more improvements if certain limited growth were to occur in southerly portions of the City. Industrial development in these areas would (in the long term) draw employees from the surrounding area.

The "high growth" alternative would present very serious problems to the City. Carbon monoxide levels would dramatically increase, not only due to the increase in VMT, but also because of the increased congestion in our circulation system. This overall increase in emissions would make the City increasingly unsafe for the very young and the very old as these are the people who are most effected by poor air quality. Economically, the cost of this growth might prove even more undesirable as these increased pollution levels might force greater and more restrictive transportation controls by the Federal Government. Thus, commercial and industrial activities would be limited in their ability to operate and compete with other industries.

It appears inevitable that transportation controls will eventually be implemented in our air basin. While we will continue to rely on the automobile in developing our City, we will promote a use which will become increasingly costly (in terms of dollars and energy) and inconvenient when it becomes necessary to limit use of the automobile. Our circulation system and resultant land uses are so well established that it will become increasingly difficult to provide alternatives which could be implemented without significantly altering our current lifestyles and economic livelihood.

To date, all air quality standards in our air basin are based on compliance dates. The active deadline is 1977 and cannot be achieved. Congress is now amending the Clean Air Act for compliance by 1985. Growth trends after 1990 project decreasing air quality. However, new technology and changes in life style, economic and social changes could change this trend.

B. Any Adverse Environmental Effects Which Cannot be Avoided if the Project is Implemented

Hillside Development

The hillsides perform critical life supporting functions, accepting water which falls, holding it briefly, and filtering it as it finds its way into the aquifers. If favorable watershed conditions are maintained, water is held by the watershed long enough to prevent flooding, and conveyed, mostly underground, to the aquifers. San Jose's primary water supply comes from this source. If the watershed is not in good condition, not only is runoff rapid with high flooding potential but topsoil is lost, causing permanent damage.

Hazards are present in the hillsides to people and structures on certain sites, in nearby areas, and on the valley floor. These include extreme fire hazard, flood, mudslide, erosion and deposition hazards due to degradation of the watershed; reduction in water quality and quantity as a result; and landslide, soil creep, liquefaction and fault displacement hazards in specific areas.

Septic tanks, located in areas which drain into reservoirs, can cause contamination of these waters if they are not properly controlled. Reservoirs in the Santa Clara Valley are used almost entirely for groundwater recharge.

The hillsides are not needed within the time frame of the Plan to accommodate the projected increase in population as alternate sites are available.

The primary importance of the hillsides is in watershed value, an almost inestimable value due to the irreplaceable nature of this function, and the flood protection which accompanies it. The selected use of the hillsides for low intensity agriculture is entirely compatible with this function. Most importantly, the hillsides are not needed within the time-frame of this Plan to accommodate the projected increase in population as alternate sites are available.

Higher density alternatives (1-5 units/ac) and holding capacities are not proposed on the basis of geotechnical information prepared for the Seismic Safety Element, and on future cost implication (both capital and operating) discussed in the General Plan Fiscal Analysis. With this generalized data, the need for limited development appears as the only reasonable method of protecting the population and the City's fiscal stability. In any case, clustering should be promoted and development allowed only after a thorough geotechnical and environmental analysis indicates that construction is feasible and no measurable alteration to the natural ecosystem will occur.

(The requirements for this section are also included in A above, and in C and F below.)

C. Mitigation Measures Proposed to Minimize the Impact

The General Plan, as a project, has already been subjected to a review process whereby various environmental concerns became integrated into the Plan during its formation stages. Both the G.P. '75 Coordinating Committee as well as the City staff, became mechanisms for input of environmental concerns. The extent to which these concerns were integrated is demonstrated in the following sections:

1. Optimum Population

For determining ultimate city form and size, the General Plan '75 Coordinating Committee was presented with a series of population levels, container sizes, and transportation concepts to choose from. The ultimate choice was a "Moderate Growth" population (795,000) within the valley floor, excluding the Coyote Valley. This choice contrasted with other alternative populations including "No Growth" (643,000) to "Maximum Growth" (1,036,000) as well as containers including Coyote and the entire sphere of influence of the City. The "No Growth" proposal was considered unfeasible, while the "High Growth" and "Maximum Growth" were rejected as unreasonable. The "Moderate Growth" selected in this proposal involved a major change of commitments from the 1966 General Plan which proposed as a "low range" 1.4 million people by 2010 A.D. A more detailed discussion of optimum population occurs in the Land Use Diagram section of the "Plan Development Process".

a. Population Controls - Land Regulation

Zoning and subdivision controls will provide the mechanism for promoting population levels in conformance with the General Plan. The City has a history of discouraging and generally not approving zonings not in conformity to the General Plan. State law prohibits approval of land subdivisions not in conformity with the General Plan.

b. Population Controls - Economics

The current state of the national economy has significantly altered the economics of local government. Economic constraints related to high cost of capital improvements, as well as maintenance, will continually constrain the City from even achieving the 1990 land uses and population projections. Unless the constraints on the national economy greatly improve and voters begin to support tax increases and bond programs, San Jose will either have to choose developing without normal services, providing for a "pay-as-you-grow" method of financing, or further limiting its growth.

2. Development Requirements

a. Geologic

The General Plan preparation included a specific study to evaluate geologic constraints versus desirable land uses. These studies resulted in numerous changes in the General Plan to reflect these constraints. Areas of risk including liquefaction, landslide, and soil creep zones were utilized to reduce densities to appropriate levels. In any situation regarding geologic hazards, a land use designation in a geologically sensitive area will not be considered by the City until geologic investigation can safely justify development of the land.

b. Transportation

Policy controls such as the Almaden Transportation Policy and the proposed Evergreen Development Policy, can provide an important means for completing necessary links in the transportation system which are not now adequately funded. Potential circulation problems related to site specific development, have always been handled at the time a project develops. Successful completion of the transportation system is dependent on Federal, State and County financing of freeways, expressways and transit, not all of which are funded. Without a program to appropriately phase development in areas needing transportation improvements, service levels will fall below city standards resulting in time delays, inconvenience, traffic congestion, and increased levels of air pollution to the citizens using these routes.

c. School Impaction

The existing Measure B ordinance requiring developers to provide temporary facilities to impacted school districts is, for the most part, effectively controlling past overcrowding of local schools.

d. Residential Development

The proposed requirement submitted by the Measure B Task Force for determining whether or not a residential project could produce a "net benefit" to the community is, in concept, the first real means of evaluating the desirability of residential growth. Since the specifics of the "net benefit" process have not been developed nor subject to public review, it is not possible to evaluate the effectiveness of the process. But, as the Task Force stated, "Providing essential and necessary public facilities

and services in new residential areas as they develop will cost money that is likely to be reflected in higher costs for new homes. However, new areas should not become a liability on the whole city by causing a decline in police, fire, recreation and other service levels already at undesirable low levels."

e. Social Impact Mitigation

Economic Development, Transportation, and Housing policies, in particular, address major adverse social impacts to the extent they occur. An effect of the "Moderate Growth" City Form is to limit new residential growth, which in turn results in decreased housing opportunities for low income persons as competition for housing increases. City, State and Federal housing programs and policies, to the extent they are backed by sufficient funds, will mitigate this particular problem.

Economic Development policies call for new industrial employment efforts to retrain and recruit low-income residents who may have been forced out of agriculture-related employment as a result of urban growth. Local manpower training agencies are skilled in accomplishing this particular re-training.

Shorter distances and more readily available home-to-work transit facilities proposed in the Plan will also assist those who have limited mobility, making all services and amenities more readily available to them.

f. Air Quality

As noted in the Transportation Impact analysis, the Federal government shares the greatest responsibility for improving air quality by regulating auto emissions. Fixed sources of air pollutants are regulated locally by the Bay Area Air Pollution Control District. Previous efforts by the Federal government to improve air quality by limiting or controlling auto usage have not been enthusiastically received by local governments. Current Federal regulations will soon require that local and regional governments design their own land use and transportation plans and controls to improve the air quality for the Bay Area. The time frame of this local air quality planning prevents inclusion of any quantitative recommendations for improved controls. However, the current state of the art indicates that, with additional data and research, the following changes in local land use planning may be necessary:

• Site Specific Design:

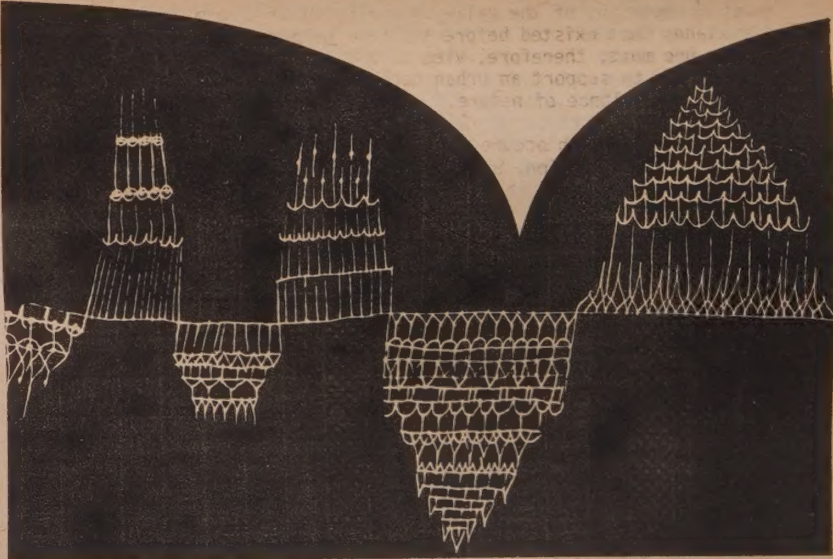
Carbon monoxide, one of the principal emittants of the automobile, becomes a major problem in areas of high concentrations of auto usage. As a result, major trip generators such as shopping centers will need to be designed to increase air dispersion or reduce auto usage. Land surrounding major intersections in the City with high levels of congestion may no longer be suitable for intensive urban uses.

• Downtown Core Area:

Auto usage and congestion, and the resultant air quality problems, could also effect development and redevelopment of our urban core. Mitigation measures would include reduction of through traffic, relocation of all day parking to the periphery, increased reliance on mass transit, as well as economic disincentives to private vehicle parking. Except for the discouragement of through traffic and promotion of peripheral parking, most of these control mechanisms would discourage downtown automobile usage. Mitigation should begin at the earliest possible stages to avoid arbitrary Federal mandates.

• Long Term General Planning:

From an aesthetic perspective, San Jose was an ideal place to begin a city. From an air quality perspective, climatic influences make San Jose an undesirable place to continue an urban community. (Reference Figure 15). Pollutants which ultimately effect this community are generated throughout the Bay Area calling for a regional solution to land use and transportation planning which does not degrade the air quality of the entire San Francisco Bay Area.



g. Energy Conservation

The need to reduce energy consumption was a secondary consideration in many General Plan decisions. Increased use of higher densities, greater reliance on mass transportation, stabilization of the urban container all produced net benefits relative to reversing trends towards increased energy usage. These cases illustrate the ability and power local governments have to control energy usage. Since energy usage was only a secondary consideration, other policy objectives may, in the future, decrease General Plan densities or increase container sizes, resulting in increased rates of energy consumption.

Additional mitigation could be provided through modified building standards. For example, domestic energy consumption by residential and commercial uses accounts for approximately 32% of all energy consumed in the United States. The great majority of this fuel consumption is utilized

for space heating. Federal and State regulations now require better insulation standards in commercial and most residential structures. However, most of these standards can be upgraded or be inclusive for construction of all new structures, including industrial facilities. Current estimates by the Federal Energy Administration indicate that economically feasible design changes could result in a 24-36% reduction in energy usage for residential construction and a 32% reduction for commercial buildings. These changes may have even more desirable long term benefits. As energy supplies decrease, new construction may be severely reduced or prohibited. Conservation of energy at the local level may allow San Jose to continue its development while communities outside of the Bay Area are halted for lack of foresight to promote energy conservation.

D. Alternatives to the Proposed Action

(The requirements for this section are included in "Land Use Diagram", Plan Development Process section.)

E. The Relationship between Local Short Term Uses of Man's Environment and the Maintenance and Enhancement of Long Term Productivity

Urbanization, which occupies virtually all of North Santa Clara County lands, is not likely to be reversed or returned to agriculture. Recognizing the value for open space as well as agriculture of the highly productive lands which remain undeveloped, San Jose's Urban Development Policy provides a means whereby further consumption or impact on this valuable asset is deliberately considered.

The General Plan, while providing for short term or immediate urban development, attempts to bring about maturity and those characteristics which should accompany this state, such as identity, balance, and sense of responsibility towards conservation and the quality of life. Future resources and productivity hinge upon public commitment and governmental action toward these goals.

The long term Community Development policies, combined with the Transportation policies, will increasingly conserve energy as distances between home to work decreases, contra-flow increases, and population density increases; all continuing to enhance public transit with its energy advantage and bonus of air quality improvement, especially if continued governmental regulation of auto emissions is not diminished.

It is important that policies contained in the General Plan be continually evaluated and reconsidered in light of contemporary values and needs of its citizens. Judgments have been made among alternatives which now are required to be considered and adopted. Any alteration must be balanced with the fundamental goals of the Plan.

F. Any Irreversible Environmental Changes which would be Involved in the Proposed Action should it be Implemented

To the extent the General Plan allows urban development, it contributes to adverse impacts which are irreversible and cumulative by requiring consumption of finite resources, including various forms of energy, valuable soils and minerals, water, flora and fauna.

Life support areas such as prime soils and percolation areas, when built upon, are for all intents and purposes subtracted as resources. Mining and using gravel deposits for concrete and construction is irreversible. The construction of thoroughfares to fringe areas commits continuous and irreversible energy use.

Examples of the above are found throughout the Plan as the result of long standing practices of urban development covering percolation areas and prime soils as well as rock removal. The particular charm of what once was described as "Garden Valley", with its aptly named Blossom Hill Lane, renowned for its spring vistas of prune, apricot and cherry blossoms, has been irretrievably lost.

Consequences of the above irreversible changes requires importation or reuse of water, shifting of agricultural production to other areas, and importation of gravel to an increasing extent.

All forms of pollution will require increasing attention as urban development continues. While air, noise and water pollution are mitigable, the increased "heat island" effect on the local climate, while not critically significant, should be recognized as essentially irreversible.

The ongoing shift away from agricultural use of land will continue the trend of decreased opportunities for low income, or under-trained persons, because of the reduction in labor intensive operations of an increasingly sophisticated industrial base. No change in this trend can be anticipated.

These impacts must be compared and balanced against man's needs for enjoyment and survival which contradictorily requires that resources be both conserved as well as used.

G. The Growth-Inducing Impact of the Proposed Action

(The requirements of this section are discussed under A above).

H. Organizations and Persons Contacted

(See the Citizen Participation Appendix).

CARRYING OUT THE PLAN

I. IMPLEMENTATION CONCEPTS

From its inception, the GP '75 program has been considered in two phases: planning and implementation. The first phase is completed with the adoption of the General Plan, representing the consolidation and updating of the mandatory general plan elements into one comprehensive plan. The second phase begins with the recommendations incorporated in this section which describes general concepts of implementation and, more specifically, some of the techniques and methods to be used. Although the General Plan is not an implementation program, it establishes the goals, policies and objectives for the continuous process of implementation.

From the comprehensive perspective of the General Plan, much remains to be done to develop and improve the City in the years ahead. Future needs can appear staggering unless tempered by recognition of what has already been accomplished. The Measure B Task Force report stated it very concisely: "Most of our future city is already here." This theme runs throughout this Plan and is evident in this implementation section by the emphasis given to maintaining and improving the quality of urban life and environment.

A. Fiscal Crisis

The years ahead will probably require continued financial "belt-tightening" on the part of municipal and other levels of government. The current mood of the country reflects a critical assessment of how much citizens are willing to pay for government and of what services and functions are appropriate from government versus the private sector. This situation may, in fact, result in a lag in projected growth levels and the deferral of some recommended actions beyond 1990. This challenge calls on the ingenuity of citizens and City officials to improve efficiency and find alternatives to meet ever increasing service needs or even to maintain present levels of service.

B. Urban Maturity and Conservation

Cities develop, age and change over time requiring changes in policies, in development regulations and procedures, in the provision of services and facilities. The gradual change in orientation from rapid growth to stable growth is reflected throughout the implementation proposals. Certainly the needs of new population are important, but the existing needs of City residents, particularly basic health and safety needs, are a very high priority.

The City will be faced with increasing costs of maintaining and operating aging municipal facilities in addition to other cost increases. There is a need to begin now to consider ultimate replacement costs of some existing facilities and consider creation of a reserve fund for such replacement. Continued emphasis on infilling the Urban Service Area is necessary to maximize the use of existing municipal facilities.

C. Growth Management

The GP '75 process has developed a keen awareness that the rate, type and location of urban development directly impacts municipal costs for both capital facilities and operating services. All other things being equal, there are fiscal limitations on the kind and amount of growth the City can afford. Many implementation proposals are intended to develop and maintain the information needed by City Council and Administration to effectively manage growth in the best interests of the citizens and taxpayers of the community. The growth management concept should encompass short term budget and land use decisions as well as decisions on long range goals and policies.

D. A Practical and Realistic Plan

GP '75 is intended to be a practical and realistic plan though not necessarily a conservative plan since implementation cannot be guaranteed. Some specific needs are identified which the City or other jurisdictions may not be able to implement within the time frame of 1975-90. On the other hand, growth pressures and service needs do exist which must be taken into account over a long range planning horizon, even if immediate sources of funding are not identified. GP '75 embodies the concept that the feasibility of implementation is equally as important as considerations of the physical environment or growth projections in developing a Land Use Plan.

E. Net Benefit

The concept of "net benefit" means that the proposed land uses, densities and other characteristics of urban development contained in the General Plan constitute a net benefit to the City if properly timed, sequenced and located with respect to existing development and proposed facilities and services. Within this concept, the net benefit process applied to incremental land use decisions will make the economic, fiscal, social and environmental findings necessary to determine the benefits and disbenefits of particular projects. The net benefit process should encourage the con-

sideration of specific decisions in the larger perspective of the General Plan.

F. Urban Service Program

The concept of an "Urban Service Program" recognizes the diversity of existing conditions and future needs among the City's planning areas. Within the framework of the General Plan, the citywide Capital Improvement Program and Annual Budget, the Urban Service Program is intended to comprise the most explicit statement of development policy, timing, sequencing and funding for a planning area.

Basic data for facility and service planning and programming, both city-wide and in planning areas, is derived from the General Plan's delineation of land use and population. Functional planning and programming for future facilities and operating programs is the initial responsibility of the respective operating departments. The Urban Service Program concept is intended to coordinate functional plans and develop the essential linkage between the General Plan and the provision of services. The Evergreen Development Policy report is the first example or prototype of an urban service program to be developed.

G. Dynamic Process

While GP '75 is a major benchmark in planning for San Jose, it does not accomplish all the planning required for another ten or fifteen years. The final concept to be discussed here is that implementation is a dynamic process. The City will never attain every goal expressed in the General Plan, but progress toward the goals will continue. The implementation process, like the General Plan, will change as new goals are identified or new opportunities arise. Implementation techniques and programs can be more effective when the General Plan is kept up-to-date year by year.

II. IMPLEMENTATION TECHNIQUES AND METHODS

The General Plan is not an implementation tool; the General Plan establishes the foundation of information, analysis, conclusions, rationale, goals, objectives and policies plus recommendations that certain actions be taken. Therefore, the implementation section of the General Plan identifies various techniques, methods, strategies for carrying out the Plan and it recommends what should be done to prepare implementation programs. The General Plan itself does not carry out a plan. The General Plan is carried out by the development review process, capital planning and special implementation activities (urban service programs, agricultural program, economic development program, parking management program, etc.) The various techniques, methods and special recommendations contained in the following sections will all be contained in the comprehensive implementation program developed following adoption of the General Plan 1975.

General Plan implementation involves much more than the actions or decisions of municipal government alone. Intergovernmental and private sector decisions and investments also play a major role in implementation. The General Plan is intended to serve a coordinating role for those decisions which affect the physical development of the City.

Several major decisions which warrant attention include the Federal Government's funding of block grants for redevelopment, rehabilitation, conservation and housing subsidy programs; the Federal Government's funding of water pollution control plant improvements, airport approach zone acquisition and the Federal share of freeway or mass transportation funding. These, plus State, regional and County decisions affect the City and its residents in such diverse ways as transportation, air quality, education, flood protection and health and welfare facilities and services. Since cities are required to have General Plans with certain mandatory elements, decisions of other governmental agencies consider local plans.

The private sector, of course, finances and implements most of the development that occurs in the City. Decisions on the specific location and timing of a development project have traditionally been initiated by the private sector and will continue to be; however, through necessity the City is becoming concerned with better coordination between private development and public facilities and services.

A. Zoning

One of the objectives of the second phase of the City's planning program will be to comprehensively revise the zoning ordinance. Following the adoption of GP '75, the zoning ordinance and other implementation ordinances, together with Measure B Task Force recommendations, should be integrated in a comprehensive growth management program. The goals, policies and recommendations of GP '75 give substantial direction for revisions to the zoning ordinance--to both the text and the mapping of zoning districts.

As GP '75 has been developed, it was assumed that in some cases existing zoning did not reflect the current goals or policies of the City. Adoption of the proposed General Plan will cause existing zoning of some individual parcels to become inconsistent with the General Plan and necessitate some zoning changes.

The Land Use/Transportation Diagram designates existing land use in the appropriate General Plan land use category. There are two exceptions to this general rule. Because the Land Use/Transportation Diagram is not intended as a parcel by parcel mapping of proposed land use, some small individual parcels are designated the same as the predominant category of land use in the vicinity. Areas of the City proposed for a transition in land use, such as from vacant to residential, single family to multiple family or residential to industrial/commercial are designated as the proposed use. Scattered or mixed land uses in these transitional areas are generally zoned the same as the predominant use. Therefore, in these transition areas, proposed land use consistent with the predominant existing zoning is designated on the Land Use/Transportation Diagram instead of the individual mixed uses existing today.

The text of the zoning ordinance should be amended to include new districts for the non-urban land uses designated on the Land Use/Transportation Diagram. Rural residential, non-urban hillsides and agriculture districts should be developed to carry out the goals, policies and land use/density definitions of the General Plan.

The need for some zoning changes may become apparent as a result of the review of the latest geological and soils investigations made throughout the City. As a result of these investigations, some parcels may be designated unsuitable to their current zoning and/or General Plan designation and will require redesignation to a more appropriate use.

That part of implementation of the General Plan employing zoning techniques will probably require a multi-year effort. The initial effort will focus on the revision of the zoning ordinance and preparation of a comprehensive implementation program. Once the zoning ordinance is completed, the effort will shift to selective rezoning of properties as necessary to implement the policies and Land Use/Transportation Diagram of the General Plan, with care to insure that each affected property owner is notified by mail and given adequate information, assistance, and opportunity to be heard.



A new zoning district should be developed for the downtown Core Area. This district should give special attention to the unique policies and objectives for the Core Area such as combined residential and non-residential uses, integrated off-street parking structures, goods delivery and service requirements, special pedestrian needs and the like.

The City should initiate an application for (-CS) City Services Combining Zoning to Santa Clara County for all the unincorporated islands of territory within the Urban Service Area. The major portion of the application will consist of the General Plan itself and the EIR which it constitutes.

B. Urban Development Policy

The Urban Development Policies have been incorporated into the General Plan with revisions developed through the GP '75 process. The Urban Development Policies are implemented through the development review process and the capital planning process. In the case of the former, applications for urban development in the Urban Service Area are evaluated for conformity with Urban Service Programs or other development timing and service provision policies. Applications for urban development outside the Urban Service Area are evaluated through the Urban Transition Process or Exception Process criteria.

Annual review of the Capital Improvement Program identifies priority capital improvement projects to serve the existing or planned urban development. Possible urban expansion areas and the municipal services and capital facilities needed are evaluated in the Capital Improvement Program and Annual Budget prior to consideration of extending the Urban Service Area Boundary.

1. Urban Transition Process

Properties outside of the Urban Service Area meeting criteria of the Urban Transition Process will be evaluated on an individual application basis. The City Manager shall prepare a report on the development proposal which would include an evaluation of whether the property meets the stated transition criteria as well as an assessment of the economic, social and other community benefits of the proposal. In addition, the report shall contain an evaluation of the proposal in regard to the Urban Service Program for the area. The report shall be forwarded to the Planning Commission for review and recommendation. The City Council shall hear and make the final decision on the application for Urban Service Area Boundary adjustment. Boundary adjustments for unincorporated properties must have LAFCO approval.

Proposed modifications in the Urban Service Area Boundary shall be subject to such conditions as will assure that the adjustment thereby authorized shall not constitute a grant of special privileges inconsistent with the limitations upon other properties outside the Urban Service Area. The Urban Transition criteria are:

- The proposed development is consistent with all other adopted City plans and policies.
- Location contiguous to the Urban Service Area Boundary.
- Adjacent to existing or committed urban development.
- Generally served by existing or proposed public facilities and services as required by the type of development proposed.
- Not prohibited from development for reasons of public health, safety or welfare.

- f. Of community benefit or need.
- g. Cost to the City and the timing of providing facilities or services conforms to the Urban Service Program for the area.
- h. Application must provide assurance that the residential development can be served by school facilities.

2. Annual Review Process

The City, in cooperation with the County, is responsible annually for reviewing and updating the Urban Development Policy. This review process occurs as part of the annual General Plan review. Annual review shall consist of mapping the existing funded or programmed public facility extensions and services; inventorying land absorption and population growth rates; and determining the amount of land which normally can be expected to be developed annually for the next five years. Recommended amendments to the Urban Service Area Boundary shall then be delineated and submitted to the Planning Commission and City Council for approval. If amendments to the Urban Service Area Boundary are desired by the City Council, a proposal for revision of the Urban Service Area Map, along with supporting data, shall be submitted to LAFCO each year for approval in conjunction with requests for revisions from other cities.

3. Exception Process and Criteria

The intent of this process and criteria is to provide for careful evaluation of exceptions to the timing or sequence of development. Exceptions to the General Plan are not intended. The exception process and criteria apply only to incorporated lands outside the Urban Service Area which were annexed before adoption of the Urban Development Policies in 1970. Since these lands are presently in the City, the City Manager may recommend and the City Council may determine in some cases that exceptions to the Urban Service Area boundary may be justified.

An exception shall meet the following criteria:

- a. The proposed development is consistent with all other adopted City plans and policies.
- b. The land use of the proposed development is unique, exceptional and does not require the full range of City services.
- c. As an overriding criterion, the City Manager must recommend and the City Council must determine whether the proposed development will cause any reduction in facility standards or operating service levels in other areas of the City.

In addition, an exception to the policy should meet the following criteria:

- d. The proposed development achieves excellence or innovation in site planning and design;
- e. The proposed development has an overall, unified plan for a complete community or neighborhood;
- f. The proposed development provides, as part of the overall project plan, the required internal and off-site public improvements needed by the development.

C. Transportation

1. Implementation Approaches

Basically there are two approaches to implement the transportation plan:

- a. To develop a revenue stream that will parallel the needs associated with the rate of development;
- b. To condition the rate of development on the most current status of funding capabilities;

The implementation plan is a combination of these two approaches.

2. Implementation Measures

a. City Revenue Sources

The revenues generated through existing sources, primarily Federal Aid Urban funds, will be applied to the priority needs of the thoroughfare system; however, there will be a large deficit between these revenues and the needs within the City. To generate additional funds, some combination of local taxes must be raised. The candidate taxes are construction tax, conveyance tax, bond issue, and vehicle tax. These funds shall be placed in a separate account for the design, construction, or the purchase of right-of-way for streets, roads, highways, or appurtenances thereto, in or adjacent to the City. In order to provide for inflation, the taxes shall be reviewed annually and adjusted as necessary. The scheduling of improvements will be based on the community-wide needs and be reflected in the annual review of the five year Capital Improvement Program.

b. Financial Support from the State and County

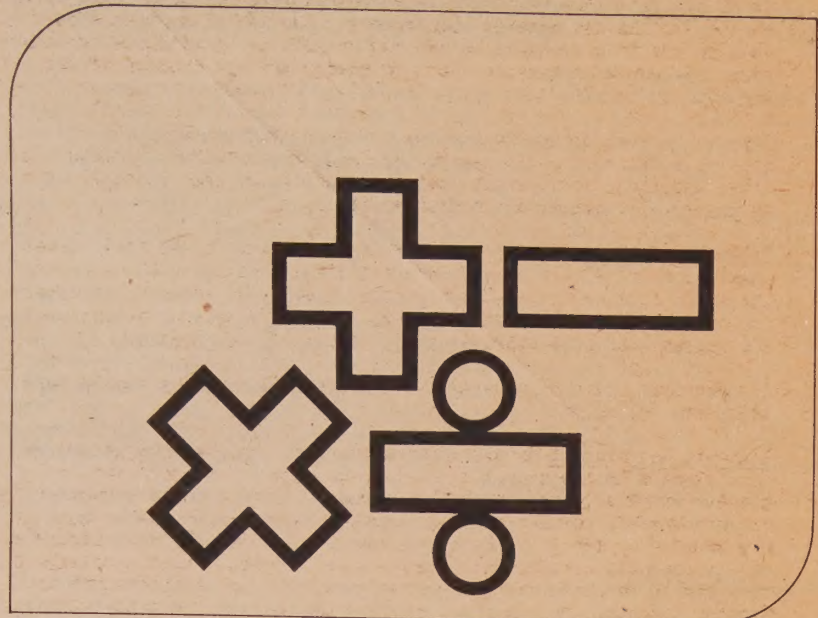
It is expected that limited funds for both State and County facilities will become available during the fifteen year planning period. There will be a high degree of effort to expedite the construction of the incomplete State freeway system within the City. Similarly, the City shall work in concert with the County to complete the County's expressway system and to develop the bicycle route system.

c. Coordination and Support of Santa Clara County Transit District

The City shall support measures to increase and operate public transit services. There will be a coordination of efforts to plan, design, and implement appropriate facilities within transit corridors.

d. Urban Service Program

On a regular basis, comprehensive improvement programs by planning areas, with priority on high growth areas, will be prepared that relate the staging of development with near term capital improvements, including the



Capital Improvement Program, the current funding status of State and County improvements, and the imminent implementation of transit facilities and services.

e. Requirement of Private Developers

All the elements of the plan pertaining to private development will be required as a condition for development. Notwithstanding new taxes, development will finance a substantial portion of local street improvements in conjunction with their development. These same conditions will be applied for redevelopment.

f. Operational Procedures

The City shall develop programs as required to implement the Transportation Plan. The programs include, but are not limited to, the following areas:

- Design standards
- Traffic and parking regulations
- Transportation management such as carpooling, vanpooling, staggered work hours, and parking control strategies
- Bicycle and pedestrian safety education
- Coordination of Central Business District plans
- Railroad movement
- Truck movement and parking

g. Assessment Districts

Assessment districts will be used where they can complete street systems in an area to support general development. Care must be used to make sure the bonding power has the strength to support any bond program.

h. Parking Districts

Parking districts will be used to support the orderly redevelopment of the downtown area. The districts will be supported only from parking revenues and will not be supported by the General Fund.

D. Net Benefit

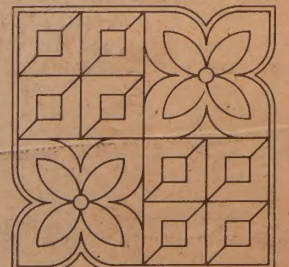
This section presents an important refinement to the development review process. The process for determining "net benefit" will provide help in assembling and displaying information for decision-makers. Decisions on development proposals will still be difficult, but the information will be in a form that will aid in clarifying the issues.

The criteria on which a development proposal may be judged for approval or denial have been broadened in recent years. In addition to required conformance to precise standards (such as lot size, density, pavement, and

structural requirements) many project proposals now are accepted or rejected on the basis of conformance to the General Plan and broadly defined environmental criteria.

While the State Subdivision Map Act does not specifically allow for the denial of a zoning application because it would result in the net disbenefit to the City, sufficient latitude for such denial should exist in the flexibility for project approval or denial given to Charter Cities. A new ordinance or amendment of the existing zoning ordinance is necessary to establish "net benefit" determination as a basis for the approval or denial of a zoning application and to establish administrative mechanisms governing its application.

- 1. The City Council should direct the City Attorney to prepare appropriate measures for City Council approval such that new zoning for residential development should be approved only upon a finding that it will constitute a net benefit to the City. The net benefit finding should be made by the City Council and be required in all zoning, rezoning, and pre-zoning applications larger than a specified minimum size.



It is not felt however, that all rezonings need necessarily be subject to the net benefit requirement. The Administration should develop specific criteria consisting of some combination of acreage size and number of housing units to govern the application of net benefit.

2. The net benefit determination for a residential project should consist of economic, fiscal, social, and environmental findings that, taken together, demonstrate that the benefits of the project to the community will outweigh the disbenefits.

In light of the current fiscal problems existing in the City, development constituting a fiscal disbenefit shall be approved only when there are extraordinary environmental, social, or economic considerations accompanying the development. If such a project is approved, the reasons for such approval shall be clearly delineated.

The economic, fiscal, environmental and social findings should include the following:

Economic Net Benefit should require that the proposed project be consistent with the economic development objectives reflected in the General Plan. When annual performance targets for development in residential, commercial, and industrial sectors of the economy are adopted by the City Council as the City's most explicit statement of its economic development strategy, the economic benefit determination should be based on the proposed project's consistency with the adopted targets. If a project is approved despite the fact that it is inconsistent with the economic development objectives of the General Plan or adopted performance targets, a statement of overriding considerations should be included in the record of project approval.

Fiscal Net Benefit. Should require a determination that financing and a program exist to construct, operate, and maintain essential and necessary facilities and services for new development. (See Community Development Policies for definitions of essential and necessary facilities and services).

Where there is an adopted Urban Service Program, the project must either conform to the program or include satisfactory alternatives for funding essential and necessary facilities and services before project occupancy. Where there is no adopted Urban Service Program, the fiscal net benefit determination should be made on the basis of current projections of facility availability and service delivery capability, including satisfactory alternatives. Conformance to Urban Service Programs or the provision of satisfactory alternatives will result in a finding of fiscal net benefit and will allow a project to proceed through the remaining portions of the review process. If a project is approved despite the fact that it constitutes a fiscal disbenefit to the City, a statement of overriding considerations should be included in the record of project approval.

Environmental Net Benefit. Should require a finding that the project either will have no significant (negative) impact on the environment, or in the case of significant impact, that the project will include mitigation measures and/or statements of overriding considerations (which may include elements of fiscal or social net benefit) that mitigate or balance adverse environmental impacts.

Social Net Benefit. Should require that any site specific facilities or services relating to the social needs of the anticipated residents of a proposed project can be provided.

Upon completion of the City's General Plan and the Countywide Human Services Needs Assessment Study, the findings of social net benefit should include a determination that the project helps satisfy identified needs and/or contributes to the achievement of City policies adopted through the General Plan and/or Needs Assessment Project (recognizing that many policies cannot be carried out by a single development). The City's interest in improved community identity, neighborhood mix and in more effective interpersonal community relations will be expressed in the adopted policies.

3. The Council shall direct the City Administration to prepare, for consideration and adoption, a system of ongoing economic analyses to include: (1) annual performance targets for industrial, commercial, and residential development; (2) a strategy for achieving these targets; (3) an evaluation process to determine if the progress toward achieving the performance targets is producing the desired economic results; and (4) a means to adjust performance targets and/or economic development objectives.
4. A net benefit criteria sheet should be developed to summarize the detailed package of information comprising the net benefit analysis.

Such a sheet could be used to provide a summary comparison of the development proposal features by economic, fiscal, environmental, and social criteria. Use of a criteria sheet will allow decision-makers to keep all of the impacts in mind while making appropriate trades among strengths and weaknesses. Major environmental impacts will require a separate explanatory text summarizing the findings of any studies supplemental to the MEIR.

The City Council should direct the Administration to refine the approach and specific criteria to be used in assessing each category of net benefit that is to be approved by the City Council based on City Council Measure B Committee report. High priority should be given to the development of performance targets as a means of assessing economic net benefit.

Substantial staff time will be required for the Administration to make the process for considering Net Benefit operational. Background reports from the Measure B Study and General Plan 1975 will be valuable resources, but additional work also needs to be done. When the procedure for assessing Net Benefit is first implemented, application processing time may be extended. However, once the process is in place and has become familiar, it is hoped that the time for development review will be shortened, since previously hard to get information will be gathered and displayed in a clearer manner.

E. Urban Service Programs

The recommendations concerning Urban Service Programs refine techniques used to identify service deficiencies in the Almaden and Evergreen areas.

Techniques to be developed in the Urban Service Programs provide the basis for proposing solutions to these service deficiency problems. It is important that Urban Service Programs be prepared to enable the City Council to comprehensively establish levels of service for residential areas.

Urban Service Programs will be useful as a tool for managing urban development in developed, partially developed, and newly developing areas. In developed areas, Urban Service Programs can be used to identify any existing urban service deficiencies and can be the vehicle for establishing a program for upgrading levels of service. In partially developed or newly developing areas, they can serve the important function of identifying funding mechanisms for the provision of unfunded necessary facilities and services prior to actual development so that new residents can be assured of having basic levels of urban services within a reasonable time of occupancy.

1. The City Council should direct the City Administration to begin the development of Urban Service Programs as part of the work to implement the General Plan. Urban Service Programs should be developed initially for areas with high growth potential. The objective of

Urban Service Programs is to assure provision of minimum essential and necessary services and facilities to residents of existing and newly developing areas of the City. Any sections of the Urban Service Program establishing development sequencing plans for residential areas should be amended into the General Plan. Urban Service Programs should contain the following interrelated and coordinated features:

- a. An evaluation of the adequacy of existing public facilities and services.
- b. A statement of the interrelationships between development in the area covered by the urban service program and development or provision of facilities and services in adjoining areas. (For example, the capacity of streets in an adjoining area to carry traffic generated by the area under study.)
- c. A five-year program for providing capital and service improvements necessary to meet minimum necessary facility standards for existing and projected residents.
- d. A plan for financing the minimum necessary capital and service improvements. In the event that essential and necessary facilities/services cannot be financed from citywide revenue or from other sources, each new residential development should be required to pay its share of the total unfinanced cost of all required facilities/services. Those facilities/services defined as essential should be provided before other necessary facilities/services are provided.



- e. A schedule of projected annual residential development activity for a five-year period. Where ability to provide minimum necessary facilities and services is a constraint, residential development should be phased with the provision of essential community facilities and services.
- f. A development sequencing plan within the Urban Service Area, if appropriate, relating development of specific areas to provision of facilities and services. If a development proposal is submitted for review that is out of phase with an existing development sequencing plan, it should be deferred if it does not provide the funding for essential and necessary facilities/services required to bring the project into conformity with the sequencing plan. In the event that such facilities and services are funded by a developer, then that developer should be reimbursed for those costs that exceed what would otherwise be required of any development conforming to an Urban Service Program. The reimbursement should be made by other developers who

would benefit from the improvements. The reimbursement provision should not be applied to developers who wish to develop in the Urban Reserve.

2. The following sequence should be followed in developing Urban Service Programs:
 - a. Begin the development of Urban Service Programs by using City Council decisions on Section 4 of the Measure "B" Task Force recommendations which outline a list of necessary and essential facilities and services and the timing of delivery of these facilities and services.
 - b. As a starting point for levels of service data, use Council decisions on the 1976-1977 program budget.
 - c. Preliminary information on facility and service surplus/deficiency developed through citizen comment using the above "list", "timing", and "level" input should be reviewed by the City Council for possible changes and/or additional analysis leading to an agreed upon service delivery program for the area in question.
3. The City Council should direct the City Administration to prepare "Master Environmental Impact Reports" in conjunction with Urban Service Programs to assess broad environmental impacts and to set measurement criteria for project review.
4. The City Council should direct the City Administration to invite school districts and other agencies providing necessary facilities and services to participate in the preparation and updating of Urban Service Programs.
5. The criteria for setting priorities for Urban Service Program preparation should include the projected development potential in each planning area, the magnitude of potential facility or service deficiency, and the potential for school impaction resulting from rapid growth. Areas in which the General Plan projects the most growth should receive first consideration. Eventually, all of the City should be covered by Urban Service Programs, and the nature of the programs, should, over time, reflect the gradual shift from coping with growth to a posture of urban conservation.
6. Urban Service Programs should be subject to public hearing and adoption by the Planning Commission and City Council because they will establish short range policy regarding service improvements. Any portions of the Urban Service Program establishing development sequencing plans for residential areas should be amended into the General Plan.
7. Once adopted, Urban Service Programs should be reviewed annually in coordination with the review of the General Plan and Urban Development Policy. Any adjustments made in the development sequencing plan should be adopted by the City Council as amendments to the General Plan.

The development of Urban Service Programs will require additional staff time or the reallocation of some existing staff time. By reassigning existing staff, it is estimated that Urban Service Programs could be prepared for two planning areas per year. During the time that Urban Service Programs are being prepared, development proposals should be reviewed through the normal development review procedures. Once Urban Service Programs are prepared, development processing time may be shortened since there will be much greater clarity on the financing, location and timing of service availability.

F. Necessary Facilities and Services

The development of Urban Service Programs is predicated on a clear delineation of which urban services should be provided to the urbanized and urbanizing areas of the City. New development can be related to the provision of necessary facilities and services only if necessary facilities and services are defined, acceptable levels of service for each facility or service are identified, and the timing for their provision is set.

On-going work in developing the Program Budget will help clarify levels of service presently being provided by the City. Full implementation of the Program Budget will take several years to complete. In the interim, service levels set by the City Council during annual budget deliberations should be used in preparing Urban Service Programs. Given the list of essential and necessary facilities and services as determined by the City Council, the City Administration can develop more precise cost figures for the provision of services at the desired levels.

1. The City Council should direct the Administration to use Council 1976-1977 budget decisions relating to service and facility levels as the basis for the initial development of Urban Service Programs. Service level data should be refined based on City Council and citizen review of preliminary information developed in preparing Urban Service Programs.
2. The City Council should direct the Administration to use Council direction on the timing of the provision of essential and necessary facilities and services in the development of Urban Service Programs. City Council decisions should be based on the Measure "B" "Study Guidelines for providing facilities and services in a desirable time frame".

Levels of service must be specified for all facilities and services designated as necessary for developed or developing areas of the City. Service level data must be tied directly to levels currently being provided by City Departments and non-City public agencies. To define minimum acceptable levels of service substantially above that which is currently being provided is not meaningful unless specific fiscal programs can be developed to upgrade levels of service for both developing and developed areas of the City.

The cost of providing "desired" service levels could prove to be impossible to attain. However, through Council discussion of these cost figures, adjustments can be made in the number of services, their level and their timing, in order to arrive at achievable programs.

G. Environmental Review

The Master Environmental Impact Report (MEIR) concept is intended to fill the need for environmental impact assessment of future development at a level of detail between the City's General Plan and the site specific impacts of an individual project. Much of the background information for MEIR's is already available in the City's plan elements, technical reports, and project EIR's.



(MEIR)

While the initial development of MEIR's will require substantial "front-end" cost, they should reduce cost in the long-term to both the City and to developers. Processing costs to the City should be reduced because of the shorter length of any required site specific EIR's. Developers will realize economies as a result of shorter processing time and because the area-wide environmental data that is now required in individual EIR's will be done once in the MEIR and will not have to be repeated in any supplemental studies required for project approval.

1. The City Council should direct the Administration to prepare, for Planning Commission and Council approval, Master Environmental Impact Reports (MEIRs) for each planning area or critical segment to enable the City to evaluate cumulative, area-wide effects of development.

The direct and indirect, primary and secondary environmental impacts for each proposed land use should be described, alternative mitigation measures evaluated, and alternative land use and density proposals and development staging schedules analyzed.

Once adopted, MEIR's should be reviewed annually with the General Plan, Urban Service Programs, and Urban Development Policy for potential revision and updating.

2. The City should only approve development that meets the City's environmental goals, policies, standards, or objectives and that does not expose people to air or water pollution levels or community noise levels above applicable standards unless a statement of overriding considerations is made.

Statements of overriding concern should include, in sufficient detail for judicial review, the factors justifying approval. This statement of overriding considerations should be included in the record of project approval.

Wherever possible, mitigation measures and/or major pollution control strategies should be required as a condition of development approval to reduce adverse environmental effects. Environmental standards related to public health and safety should be relaxed only if technical studies justify changes in standards.

3. The City Council should direct the City Administration to develop specific procedures for environmental review of proposed development projects based on the guidelines recommended in the Measure B Task Force report.
4. The City Council should approve the additions or modifications to the City's Environmental Review Ordinance as recommended in the Measure B Task Force report.

H. Development Taxes and Charges

A critical part of this implementation program involves the financial resources required to support levels of city services. Revenue sources currently available to the City to finance and maintain facilities and services are becoming inadequate in light of the increasing demands on municipal services.

Funding for the provision of transportation related improvements is currently being examined by a special committee appointed by the Mayor. Recommendations from this committee will represent an important first step by the City in beginning to explore new funding sources.

The Measure B Study has recommended a series of actions which could significantly improve the City's ability to fund facilities and services. The Study recommendations involve modifications in existing revenue sources and the establishment of City policy for funding unfinanced facilities and services needed to accommodate new growth. The Measure B Council Committee

has been charged by the full Council with the task of reviewing the Study recommendations. The recommendations of the Council Committee, when approved by the full Council, should be included in the General Plan as the most current statement of City policy regarding the financing of City facilities and services.

I. Housing

In the development of the Land Use/Transportation Diagram housing goals and policies having a spatial or locational dimension were considered and are, to a large extent, implemented by the land use designations. The implementation recommendations in this section are supplemental to the Land Use/Transportation Diagram and to the Housing Element Action Program in the Housing Appendix. The emphasis in this section is on the conservation and rehabilitation of the existing housing stock. Although the provision of new "low" cost housing is emphasized in City goals and policies, the City's implementation capability is financially limited.

The provision of new low cost housing will take substantial State and/or Federal subsidies. Although such State or Federal housing programs are not currently available, the City will pursue such programs as they become available for the purpose of providing a mix in new development.

1. The City Council should direct the Administration to explore how any available or new source of funding for housing conservation and rehabilitation can be used by the City of San Jose in order that the focus on providing housing for low income families will shift from new housing development to more effective utilization of the existing housing stock.
2. The City Council should direct its legislative committee to (1) support all housing legislation at the State and Federal level that furthers the City's objective of conserving and rehabilitating the existing housing stock and (2) to advocate greater autonomy in the administration of Federal and State housing programs.
3. Support efforts to include moderately priced housing units in all new housing development. The Administration should work with developers to provide some housing that will sell for less than is presently being provided in the private market by fully utilizing the existing flexibility in the Planned Development zoning process.
4. Continue to fully utilize any existing or new State and Federal housing programs designed to increase the supply of low income housing or to subsidize low income families so that they can better compete in the existing housing market.
5. The City shall continue to play an active role in encouraging private sector lending institutions to extend mortgage credit for rehabilitation loans.
6. The City Council should initiate rezoning or pre-zoning in areas inconsistent with the Land Use/Transportation Diagram to provide for higher density development near existing or planned centers of employment in order to develop a mix of housing types and price ranges, and to encourage the most efficient use of existing services and facilities.
7. The City Council should direct the City Administration to investigate ways in which the public and private sectors can use "land banking" to obtain sites for low income housing and as an aid in implementing the City's growth and development objectives. Any lands acquired for low income housing should occur first in areas where the limited amount of land remaining for development makes progress towards meeting the objectives of the Housing Assistance Plan difficult.
8. The City Council should direct the City Administration to assign principal responsibility for project development and implementation in housing to a single department. Planning and program development for housing should remain a function of the Planning Department.

Housing conservation and rehabilitation can become a dominant thrust of San Jose housing programs when the City maximizes the use of existing available resources. Currently, the City is actively pursuing a strategy of housing conservation and rehabilitation in its Community Development Block Grant Program (including the new Section 8 housing program). Additional resources for rehabilitation (identified in the Measure B Task Force Report) are available from Federal, State and local sources and should be pursued.

J. Development Review Process

Some of the recommendations and implementation proposals contained in the General Plan will significantly affect the development review process. Four innovations implemented in recent years are responsible for significant improvements in the overall review process:

- Delegating authority to act on Planned Development permit applications to the Director of Planning.
- Simultaneous processing of proposals requiring multiple approvals such as pre-zoning, annexation, tentative subdivision map approval, and planned development approval.
- Delegating authority to act on parcel maps and tentative subdivision maps to the Director of Planning.
- Formation of an interdepartmental committee to provide integrated review of development proposals.

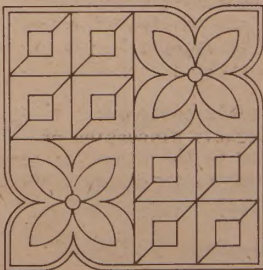
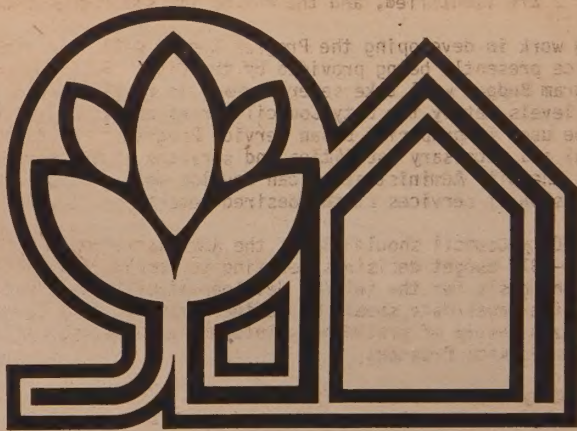
These procedural innovations have improved working relations between City staff, other public agencies, developers, homeowners groups, and organizations and individuals interested in the development and review process. Consequently, the development proposal approval rate has been high in recent years because most environmental and design problems are resolved early in the review process, well before the project reaches the approval stage. The conforming zoning process now being implemented by the City is expected to further streamline the process.

Another advantage of the recent improvements in the review process is that the Planning Commission and City Council are able to give higher priority to the development of policy and long range planning. Once the general policy and long range objectives have been clearly established, the Planning Commission and City Council can delegate the administration and implementation to the appropriate city departments.

1. The Planning Department and the Planning Commission should continue efforts to establish design criteria in order to reduce the number of changes requested by the City late in the development review process.
2. The Planning Department and Planning Commission should develop a comprehensive revision of the zoning ordinance based on the goals, policies and recommendations adopted in the General Plan 1975.
3. The City Council should direct the Administration to develop legal and/or administrative procedures for explicitly considering economic, fiscal, environmental and social impacts in determining net benefit for development projects.
4. The City Council should direct the Administration to continue efforts to reduce development application processing time and to provide more coordinated review of applications.
5. The City Council should direct the Administration to simplify the presentation of development regulations and processes so that citizens, developers, and public agencies can more easily understand City policy and procedures.

The procedures should be presented in an easy to read brochure together with the City's development objectives, design criteria and other policies important to the development review process.

6. The City Council should direct the City Administration to utilize present data and data sources in building improved data systems to facilitate the implementation of the recommendations embodied in the General Plan.
- When the net benefit process and related analytical tools are refined, and operational procedures developed, a report should be submitted to the City Council on the cost and effectiveness of using City and non-City data systems and computer capability for handling expanded information needs.
7. The City Council should direct the Administration to report to the Council on ways to help undeveloped "pockets" within the Urban Service Area to be developed.



III. SPECIAL PROGRAMS

Implementation of the General Plan will continue through the administration of some existing programs, which will receive new policy direction from the adoption of General Plan 1975. New programs are recommended too, and, in the cases of Coyote and Alviso particularly, these new programs are essential to the effective implementation of General Plan 1975. Certain adopted program details are retained in the appendix covering the related General Plan element.

A. Economic Development Program

The program currently in operation will continue to be an important means of implementing General Plan policies for economic and community development. The focus of this program will continue to be on commercial and industrial land use and on attracting private investment to take advantage of the economic development opportunities in San Jose. Through the GP '75 process, the essential role of economic development in a balanced growth management program has been recognized.

B. Coyote Agricultural Program

The implementation of agriculture as a viable land use in the Coyote Valley will require a specific program of actions beyond the scope of typical land use regulations. The recommended components of an implementation program are presented below.

It should also be stressed that the City of San Jose and Santa Clara County need to jointly develop a consistent policy toward Coyote, just as policies affecting other South County cities have been developed. The timing of implementation is quite sensitive too. The County Assessor's office has indicated in staff discussions that a decision on long-term non-urban policy would probably result in a single downward adjustment in assessed valuations and would be followed by a critical "wait and see" period to evaluate market reaction over the following year. Therefore, the implementation program must begin to make a substantial impact within its first year.

The following actions are proposed for development into a program to support and maintain agricultural production in Coyote:

1. Establish a Community Redevelopment Project under State law to eliminate physical and economic blight, assemble land and otherwise support the reorganization of agricultural activities in Coyote. A purchase and leaseback program should be considered in conjunction with land assembly and resale.
2. Expand the existing Economic Development Program to include consultation, promotional, marketing and financing services to assist agricultural business in Coyote. Such services could supplement those being provided through Cooperative Extension and would be coordinated with County and State agencies.
3. Support or introduce State legislation to establish the financing tools necessary for acquisition of development rights, operation of a land banking program; to make positive amendments to Williamson Act, etc.
4. Effect the reduction of property taxes to levels commensurate with agricultural land use through acquisition of development rights, Williamson Act contracts, clear communication of policies to property owners and the County Assessor.
5. Encourage Williamson Act contracts and consider terms beyond the minimum ten year period.
6. Rezone, where necessary, to be compatible with long term City/County land use policies and eligibility for Williamson Act.

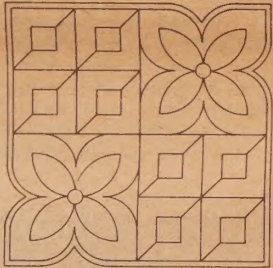
It is the City's intent to meet and consult directly with area land owners and agriculturalists as the details of the program are being formulated. Continued assistance from the Cooperative Extension Service and other agencies will be sought throughout the process of program development and implementation.

In the event that the implementation program, and therefore the non-urban alternative, are not workable in regards to agriculture, a large lot residential pattern could be explored. However, the cumulative effects of continued land subdivision would be detrimental to both agricultural production and the urban service plans of adjoining cities.

C. Alviso

As indicated on the General Plan Land Use/Transportation Diagram the existing land use pattern and population level in Alviso is maintained through 1990 including:

- Medium low density (eight DU's per acre) residential uses in the easterly grid of Alviso town.
- Commercial and some institutional uses in the westerly grid of the town.
- Improvements to the City park and development of landscaped pathways and causeways around the town.
- Light industrial uses around the fringe of Alviso town, south and east of the town, and southeast of the sewage treatment plant.
- Continued open space and public uses in the remainder of the Planning Area.



Alviso, 1891

1. Implementation Policies

The interim program policies for Alviso cover the period of 1975-80. The long term policies cover the remainder of the General Plan time frame 1980-90.

a. Interim Policies

1. Retain existing Alviso Community while Corps of Engineers' flood control study is underway.
2. Execute presently budgeted capital improvements for Alviso and maintain municipal services at an adequate level.
3. Permit no new residential development in Alviso town except residential repair and replacement; allow industrial development only on the fringe area, not in the town.
4. Continue to recognize unique local conditions affecting code enforcement until a comprehensive rehabilitation and code enforcement program is developed.
5. Continue to study specific uses of Community Development Block Grant funds for Alviso. Retain the present \$900,000 commitment with:
 - \$300,000 being released in the 76-77 fiscal year.
 - \$600,000 being released in the 77-78 fiscal year based on the status of flood protection proposals for Alviso.
6. Continue to monitor and encourage efforts by Santa Clara Valley Water District and/or U.S. Army Corps of Engineers to provide flood protection to Alviso and North San Jose.

b. Long Term Policies

The long term policies assume favorable resolution of the flood protection question in Alviso by the U.S. Army Corps of Engineers and/or the Santa Clara Valley Water District.

1. Retain the Alviso Community.
2. Continue to disallow new residential development in the Alviso area; provided that replacement housing or infilling of vacant parcels within the existing community be permitted.
3. Execute capital improvements generally as specified in Projects '75 Steering Committee Report (park, museum, street improvements, storm and sanitary sewers).
4. Encourage and assist in facilitating the maintenance and upgrading of existing residential development.
5. Encourage and facilitate development and rehabilitation of the Alviso commercial area, particularly the Port of Alviso National Historic District.

2. Capital Improvements

Presently budgeted capital improvements total \$1,093,000. Capital improvements currently programmed for 1975-80 total \$1,163,000. Of this, a total of \$220,000 is allocated for streets and storm drains. It is estimated that if this amount were increased to \$1,120,000 an adequate start could be made toward providing needed long term street and storm drain improvements.

The capital improvements for Alviso recommended in the Projects '75 Steering Committee Report total \$5,210,200. Of this amount, \$3,520,000 is recommended to provide the needed long term street and storm drain improvements, and \$1,067,000 is recommended to provide sanitary sewer line improvements.

Future Concerns

With the city's commitment to maintain and upgrade the Alviso community, the special character of the town has excellent potential as a specialty commercial development centered around a historic and bay-oriented theme. Commercial development should involve historic restoration and new construction. Such development should be pedestrian oriented, intimate, and on a human scale.

Commercial development at the community level should be in Alviso must also meet the neighborhood and community needs of Alviso residents. A community plaza and market building and such a concept could be a means of integrating local and regional commercial activity.

New development in the existing community should be aimed at building upon and enriching the attractive to present residents. Development which is insensitive or alien to the fragile historic character of the area would not be advantageous either to the environmental balance of the area or to the City.

Other future concerns for Alviso include the following:

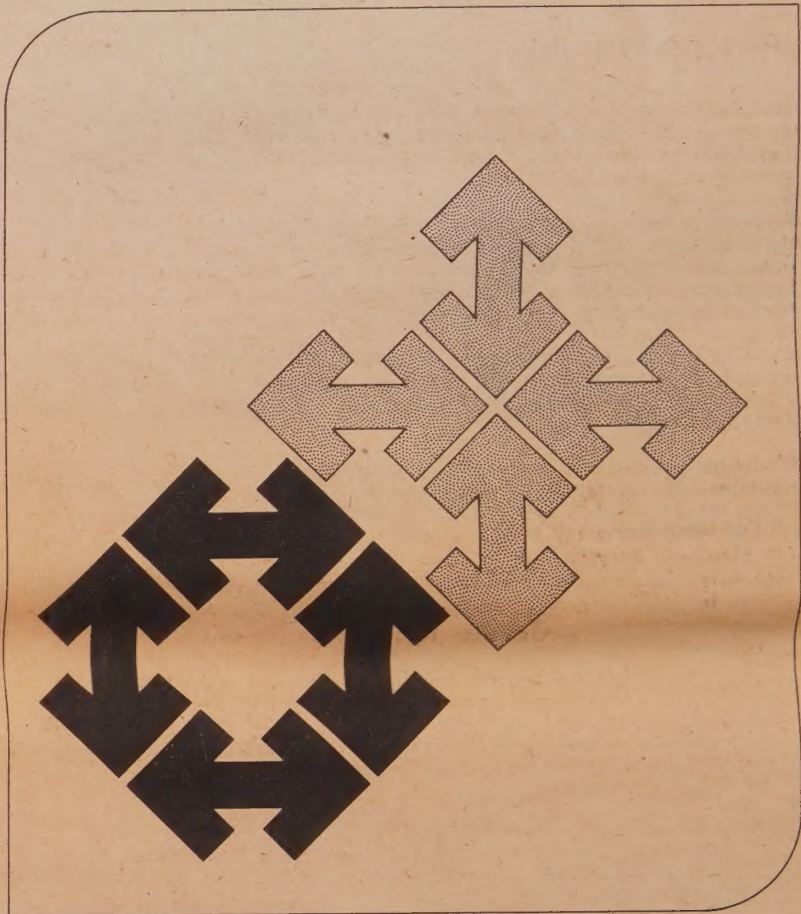
- The need for changes in the Ordinance to accommodate more flexible living arrangements unique to the needs of family units.
- The need for housing rehabilitation to the needs of renter-occupants and owner-occupants.
- The need to provide employment opportunities for residents; in particular, the need to create new employment opportunities for residents in the Alviso area.
- The need to restrict truck traffic on Grand Alviso town.

D. Redevelopment

The General Plan embodies the assumption that extensive redevelopment of existing developed areas is neither feasible nor desirable within the 1975-1990 time frame. The redevelopment activities of the City occur in the context of the economic development program or the Community Development Block Grant Program.

The economic development program utilizes the technique of "non-assisted" redevelopment under State law. This type of redevelopment relies on tax increment financing instead of grants and is an appropriate means to finance public improvements in industrial areas. The general recommendation is for continued use of this technique in new industrial areas and for consideration of its use in older industrial areas. In the latter situation, redevelopment may be appropriate in developed industrial areas to deal with problems of structural obsolescence, inefficient land platting, non-conforming uses, and other obstacles to achieving the latent development potential in such areas. The fiscal impact of non-assisted redevelopment in all areas should be closely monitored since some of the benefits of new development (increased general fund revenues) may be delayed for the life of redevelopment project bond obligations.

The other type of redevelopment is funded by Federal grants. The Community Development Block Grant Program utilizes this type of redevelopment very selectively and intensively as in the downtown Core Area and for spot clearance in support of residential rehabilitation or conservation activities. The General Plan does not identify additional areas for Federally assisted redevelopment at this time.

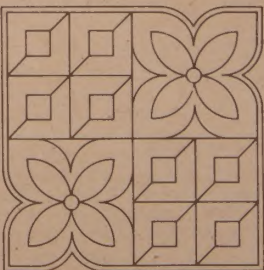


E. Programs Related to Mandatory General Plan Elements

Most of the mandatory general plan elements were developed and adopted over the past several years as separate reports amended into the General Plan. Likewise, the implementation methods and proposals presented in these elements were developed in the context of a separate program which stood alone, although related to other parts of the General Plan.

In the consolidation of the general plan elements, some of these separate implementation programs were retained because of the need to preserve technical or legal details required in the General Plan Guidelines. The Open Space, Noise, Scenic Routes and Housing Appendices retain appropriate parts of the existing adopted implementation programs. The Conservation, Seismic Safety and Safety Element requirements are implemented by the Land Use/Transportation Diagram and by other implementation measures contained in the General Plan.

The Community Development Block Grant Program, including the Housing Assistance Plan, and the General Revenue Sharing Program are directly related to the land use and housing elements of the General Plan. These existing programs are operational, and as annually reviewed, will continue to be vital means of implementing the City's community development goals and policies.



IV. ANNUAL REVIEW AND AMENDMENT PROCESS

The purpose of the annual review and amendment process is twofold: (1) to maintain the currency of City Council policy expressed in the General Plan and (2) to achieve coordination of the implementation techniques and programs.

Annual review of the General Plan will accommodate the evolution of City Council policy as it responds to the changing conditions and needs of the community. Annual review should include citizen participation for the purpose of guiding the annual review direction. Since most of the implementation techniques and programs are evaluated and adjusted periodically, especially those affected by the annual budget cycle, an annual review and amendment process could keep all implementation activities on track.

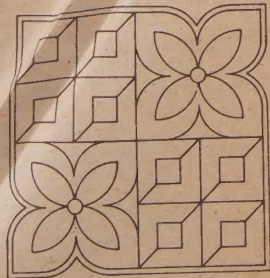
Annual review of the General Plan should culminate in the Fall (approximately October) so that urban development timing, sequencing and priority decisions can provide input to the Capital Improvement Program and Urban Service Programs. Final decisions on those programs would be made in the Spring as part of the annual budgeting process.

Timing of the annual review and amendment process should also accommodate the deadline for submittal to LAFCO (Local Agency Formation Commission) of recommended changes in the Urban Service Area Boundary. If amendments to the General Plan warrant analysis and modification of the EIR, then time must be allotted for the EIR referral procedure. It is estimated that the Planning Commission would need to set its public hearing at least two months before the date targeted for City Council adoption. Since the LAFCO deadline is approximately December first, the hearing process for annual amendment should be initiated no later than October first each year.

Deadlines must be set for requests for amendments of the General Plan, including changes in the Urban Service Area Boundary, so that analysis and evaluation can be done comprehensively. A minimum of three months should be allowed for the preparation of staff recommendations on requested amendments. Therefore, the deadline for submittal of requests for amendments should be July first each year.

The City is enabled by State law to amend the General Plan three times per year. In addition to the annual review of the General Plan described above, there should be a "mid-year" review and amendment process concentrating on modifications to the Land Use/Transportation Diagram.

In addition to private requests for amendments, the City Administration, Planning Commission or City Council may also initiate desired amendments in the General Plan. These should be considered comprehensively with private requests.



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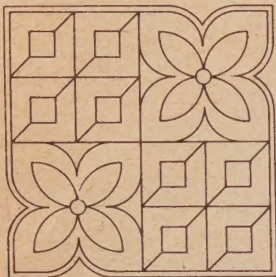
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